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THE AMERICAN School Board Journal

A PERIODICAL OF SCHOOL ADMINISTRATION

IN THIS ISSUE:

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Used on School Business—*Raines*
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VOLUME 116, NUMBER 2

FEBRUARY, 1948



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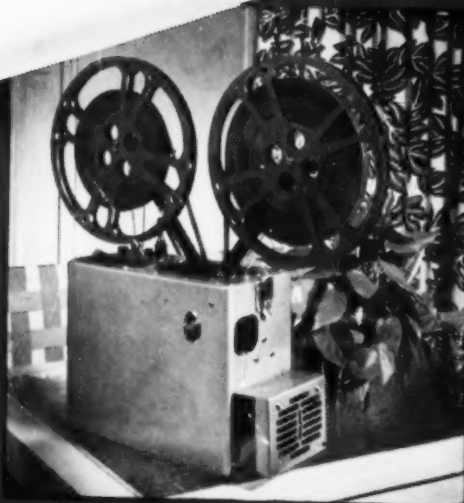
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THE AMERICAN School Board Journal

Volume 116, No. 2

FEBRUARY, 1948

Subscription, \$3.00 the Year

The Iconoclast Takes a Look at —

The Meetings and Committees of School Boards

H. H. Kirk¹

Today, everybody is looking at something. The superintendent looks at supervision; the physician looks at health and physical education; the teacher looks at administration; and the parent looks at extracurricular activities. With the feeling that it occasionally pays to make oneself disagreeable, the iconoclast decided that it was time for him to have his look.

A number of years ago, along with two or three hundred others, I sat at the feet of my instructors in graduate school. There we learned of the dire results that stem from lengthy school board meetings. Every session, we were solemnly taught, should begin on time, follow a carefully thought out time schedule, and end on time. Never should a monthly meeting occupy more than a couple of hours. Then we learned of the absolute necessity for rigid parliamentary procedure. Nowhere but in the sticks, we were informed, did boards of education discuss anything but main motions properly seconded. Meetings guided by *Roberts' Rules of Order* always kept on the track, never wandered, proceeded expeditiously, and accomplished things. Standing committees came in for a drubbing, too. They destroyed the unity of the board; they broke a board up into several small and independent units. Committees formulated plans and executed them, independently of the whole board; and each committee chairman inevitably became a little czar, to be appeased, with gifts and logrolling on the side.

After getting out into the field, I heard it all again. The convention orator had been in a graduate school too; and he allowed the time-honored phrases to roll trippingly from his tongue. The textbook author and the writers of articles were equally zealous, reminding me of my graduate courses.

Copybook Maxims vs. Facts

Three fourths of it has never happened. More and more I am forced to the conclusion of Ling Po, that the most brutal murder ever committed was the slaying of a pet theory by a ruthless gang of facts. Repeatedly through an experience of more than 25 years have I violated the copybook maxims; and repeatedly have I had the satisfaction of knowing that I did not materially err. Perhaps some concrete treatment of the case will explain and justify my fall from grace.

Never have I been able so to plan a board meeting that did more than begin on time. Even to have a meeting begin at a definite hour is a rare accomplishment. With the best of intentions, board members have to deal with railroad crossings, traffic lights, and slow buses. Of all things that are possible, beginning on time is the only one that happens with any regularity. Probably no person worries more than I, or spends more time ahead of time, planning for meetings that click. A typed order of business is given each member. If formal resolutions governing the sale of

some property or lamenting the death of a faithful engineer are to be passed, their wording has been carefully thought out in advance and reduced to written form. If some point of law is vital to an action, the proper volume of the North Dakota Revised Code of 1943, carefully marked, is on the table. If a new policy is to be proposed for adoption, I have spent hours discussing it with faculty associates and others, in an effort to locate and eliminate the "bugs." As far as I can foresee, I have planned a meeting that will proceed smoothly and adjourn before the Bison Café closes.

The meeting comes to order and the inevitable happens. I find that I have overlooked some important bit of information; and I must unlock the vault to get it. Some board member puts the finger on a weak spot in what I am proposing, and I must tear down and rebuild my argument. During the afternoon, some person has asked a board member to present a communication for him. Perhaps I have taken too much for granted, and the board members, through lack of informational background, are not ready to grasp what I am trying to explain. A delegation from Morton and Doty's Addition appears at the meeting to urge the construction of a new elementary building in that rapidly growing area.

What shall we do? Shall I as superintendent demand action on a proposal that the board is not ready to adopt? Shall I get mad because they do not blindly follow my advice? Shall we ignore the communication, or brush off the delegation, just because they are not listed on the agenda? Common sense gives the answer. The communication must be read; the delegation must be heard; the overlooked item of information must be looked up, even though our meeting, planned for two hours, stretches out to three or four hours.

Anything can happen at a school board meeting; and the young superintendent might as well realize it early in his career. By cultivating poise, by taking it on the chin when his carefully laid plans miss fire and go haywire, he will be a more valuable superintendent, and he will live longer. After all, why is a school board? The best answer I can give — and it is my own; I didn't get it in Ed. Ad. 304-s — is that the board is the community in miniature. A board is set up by law to take legal responsibility for all that goes on in the schools. In this respect a small group of elected citizens acts as the community. But the function of the board goes further than this. The truly representative school board, in appraising the recommendations of its superintendent, will attempt to view them in advance as the community as a whole will view them afterward.

Let us state the situation in reverse: The superintendent has given much thought to the advisability of making a start in the field of vocational guidance. He reads widely, visits other schools, checks his plans with well-known authorities, and gives his faculty

¹Superintendent of Schools, Fargo, N. Dak.

associates a chance to shoot his scheme full of holes. His entire educational background tells him that it will work. But, if he ignores his community, and how it will react, he may find a very sorry state of affairs when he puts his plans into operation. Fortunately, the law has given him an instrumentality that will make it needless for him to bruise his head against a stone wall. This instrumentality is his school board, his community in miniature. If he approaches his board with his plans, and does it honestly and sincerely, if he frankly points out what to him seems to be the most serious common sense obstacles, and if he doesn't become impatient, he will almost invariably get help.

Time Saving vs. Mature Judgment

Practically every reaction of his community can be foreseen from the reactions of the individual members of his board. Thus, those aspects of his plan which the rank and file of school patrons might criticize most vigorously can be modified to suit the thinking of the parents. Once in actual operation, the plan will merit respect, and confidence, and can be improved upon from year to year because of that respect and confidence. The plan gets a fair chance, because of the thoroughgoing preview it has received from the community in miniature, the board of education.

So, getting back to the matter of running board meetings on a schedule, is there not some room for argument? Are we not in danger of overlooking the finest public relations instrumentality in the world, a well-informed school board, a board which has become well informed by being deliberate, by not being rushed into adopting half understood proposals?

Let us try to envision what happens when meetings are dominated by an efficiency expert. Discussion is shut off because time is up. A plan that is half debated and half comprehended is sprung on the public. The board is invariably charged with lack of foresight and snap judgment. The proposal, whatever it is, upsets family living habits, or it runs counter to community traditions, or it is branded as something new fangled — all because only the superintendent understands it. That executive is wise who forgets half of what he has read about instantaneous decisions and administrators' functions and prerogatives. He will encourage his board to discuss and rediscuss. What if the meeting does last an hour longer? That hour may mean the difference between success and failure. In the public eye, it may indicate shrewd foresight rather than immature judgment.

A Look at Standing Committees

Standing committees constitute another big bad wolf; so they will rate our next look. With more than twenty years of experience with standing committees, the Fargo board of education still believes in them. So does the present superintendent. In spite of what was dealt out in Ed. Ad. 349-s, three fourths of it has failed to happen. The board still works as a unified whole; the board still regards the superintendent as its chief executive; all actions taken are followed up by the superintendent; and all policies adopted are administered by him. The board has not disintegrated into eight small boards; the committee chairmen have not become little czars; and there is no logrolling or trading of votes among committees.

The president of the board and the superintendent are members, ex officio, of all committees; and this insures balance and coordination. No committee is ever given power to act. They do spade work; they investigate, report, and recommend; and that is all. Their reports are usually mimeographed and studied by the entire board; and their recommendations are always debated, sometimes rejected. The board, working as a unit, decides what is to be done. Never in the past 12 years has any committee or committee chairman assumed the prerogatives of the board or of the superintendent.

The service these committees render is invaluable and immeasurable. When a new member comes on the board, he is baffled by the immense amount of information he lacks. This lack is given attention promptly when he is given two or three of the lighter standing committee assignments. The president, for example,

designates him chairman of the health committee, and he is made a member of one or two other groups. He makes it his business to become familiar with the several areas that come within the scope of his committees. The superintendent brings problems to the committees. They work with him to find solutions. At the end of the year, new members are ready for other and heavier assignments; and in the third year of membership, those who have worked hard and effectively are usually started through the offices of secretary, vice-president, and president.

The first great value in standing committees lies in the fact that board members are systematically educated by working on them. No member can know everything. The committee assignments rotate; and before too long the new member begins to get the feel of things, to find out what makes the wheels go around — in other words, what it is all about. The man or woman who becomes president of the Fargo board of education has trained for the office as truly as an athlete trains; for, through the regular rotation of committee assignments, he or she reaches that office with a marvelous background of facts. Nothing can give a superintendent a greater lift, a greater sense of support, than a board of education that knows and knows that it knows. The superintendent who wants snappy sessions, rapid fire decisions, instantaneous compliance with his recommendations, and prompt adjournment at 9:30 p.m., is merely revealing abysmal ignorance of human nature. It just doesn't happen that way. The superintendent who boasts of his one monthly meeting and of his docile and compliant school board will wake up someday wondering what he did wrong.

Informality Expedites School Business

Parliamentary procedure rates our final look. For the typical board of education parliamentary law is nothing more than a device to impede business and get it completely fouled up. One can go back through the minutes of the Fargo board of education for twenty years, and not find a single instance where a motion was amended, or where it was necessary to pause to determine whether a main motion or something else was before the board. Furthermore, one can find only two or three instances where an action of the board was reconsidered or rescinded. One other aspect of these records is the fact that practically always, the action of the board has been taken on a unanimous vote.

What is the explanation? Are there no arguments, no differences of opinion? Does some one person dominate the thinking or tell everyone how to vote? Any person who will take the time to sit through a session will find it featured by firm good-natured give-and-take, with no holds barred and no domineering or overpowering personality in the saddle. The explanation is very simple. The main motion is never made until a proposal has been thoroughly discussed. This is rank heresy, but it works. When a proposition first comes before the board, no one knows what motion to make. After it has been discussed, a motion can be so framed that it covers the situation and satisfies everybody. A unanimous vote follows naturally, and it is rarely necessary to "tinker up" such a decision at a subsequent meeting.

A moment's thought on the matter will reveal how absurdly involved a board meeting can become by following parliamentary law. A member comes to a meeting, indignant over the fact that a \$25 fee was charged when the Boy Scouts used the high school auditorium for a Court of Honor. To get the matter "before the house" he moves that Boy Scout use of buildings hereafter be permitted without charge. A fellow member seconds the motion, and now it can be discussed. Before long, the conviction grows upon one member that free use should be limited to general or city-wide meetings. So, an amendment appropriate to this idea is voted upon and passed.

A lady member scents discrimination against the Campfire Girls, and the motion is amended again. Now the main motion would if passed, grant free use of school buildings to Scouts and Campfire Girls for all city-wide meetings. Another amendment proposed insists that meetings of individual troops be on the free list; but this fails to pass. Next an amendment bringing the YMCA into

the picture is added. Before the main motion is put to a vote, someone drops in another amendment, abolishing free use and putting everything on an actual cost basis. By this time only a Philadelphia lawyer can tell what the motion is and record it correctly.

In contrast, I can remember a special meeting, several years ago, held shortly after three new members had come on the board. The president called the meeting to order and stated the purpose for which it had been called. Almost immediately one of the new members submitted a motion which, in his opinion, covered the situation. The president, after ascertaining that all present could remain for considerably more than an hour, gravely suggested that the board spend eighty minutes in conversation before any motions were made. This was agreed upon, and at the close of the discussion with the whole matter thoroughly understood, three simple main motions handled the situation adequately and placed it on record in very clearly understandable form.

The procedure just described has one more point of superiority. Having adequate discussion precede the making of motions ob-

viates the necessity for remembering what classes of motion are debatable, what kinds take precedence over others, and under what conditions a motion may be amended, reconsidered, or rescinded. Very few individuals can deal with such problems correctly and with dexterity.

Informed Board Is Capable Board

And now for a look, by way of summary. A board of education, to be effective must become informed. Blind reliance on the executive's recommendations may get the meeting over and everyone home early; but it does not produce an informed board. Anything that facilitates the acquisition of vital information on school matters is worth while whether it be standing committees, lengthy meetings, or meetings that ignore *Roberts' Rules of Order*. A well-informed board is a capable board. It will never falter when criticisms come thick and fast, nor when the times make the public querulous and cranky. For progress, for efficiency, and for peace of mind, the young superintendent should learn this early in his career.

Functions and Organization of the British Ministry of Education

Sir John Maud, K.C.B., C.B.E.¹

The roots of the present British Ministry of Education go back nearly one hundred years, when a small office was set up for the administration of the £20,000 voted by Parliament to help voluntary bodies to establish elementary schools for poor children in England and Wales. The Minister of Education is now responsible to Parliament for administering Exchequer grants of some £120 million (480 million dollars) a year, and, in the words of the 1944 Education Act, for promoting the education of the people of England and Wales and for securing the effective execution by local authorities of the national policy for providing a varied and comprehensive educational service in every area. We have moved a long way in the past one hundred years; and in many ways the biggest single stage in that progress was the Act of 1944, passed as an act of faith at a time when the war had still to be finally won.

There are two points about the Act which are important for an understanding of the present functions of the Ministry of Education. First, the Minister, through his Departments, as the words I have just quoted will show, is given an individual function of active leadership. Under earlier Acts the Minister's function was defined as the superintendence of education. Now he must ensure the execution of a national policy, but, and this is equally important, that policy is executed through a chain of responsible authorities and mainly through influence and advice, only rarely by positive direction. Local responsibility is in the hands of the 146 local education authori-

¹Permanent Secretary to the Ministry of Education, London.



Sir John Maud, K.C.B., C.B.E.

ties, and every school and every institution for Further education has in turn a body of managers or governors each with their own defined sphere of responsibility. The Minister's job is to lead—to define a national policy and to see that it is carried out—but the administration of education in England and Wales is in fact a partnership, a partnership between the central authority, the local authorities, and the teachers. For instance, the Minister nearly always consults representatives of the associations of teachers and local education authorities before making any important change in policy.

Extent of the Ministry's Service

Secondly, education as defined in the new Act covers the widest possible field. It covers not only full-time education in primary and secondary schools, up to the age of 15 for all children and up to 18 or even 19 for many, but part-time and full-time education for those who have left school. This includes vocational education but also the general education of adults, recreational facilities, music, drama, and art, everything in fact which tends toward the development of human beings as personalities. The universities are specifically excluded, the Ministry of Education has no direct responsibility for them since in Britain they are independent institutions which get government grants, which are now substantial, direct from the Treasury through a special committee.

The Ministry's job is, in short, the education of the whole man, throughout his life. It is just as much a part of its functions to get community centers established as to see that enough schools of the right kind are built for children of various ages.

The work of the Ministry is of two kinds, though there is no hard and fast division between the two. One is administrative and is mainly concerned with planning, finance, and buildings, the other is concerned with the content of education—what goes on in the schools and why.

On the administrative side the Minister defines general policy for the provision of schools and so on, and arranges with the local education authorities and other bodies concerned that that policy is carried out. For instance, under the 1944 Act every

local education authority has had to prepare a development plan showing how it proposed to develop its primary and secondary education and the new schools it proposed to build, where they should be and so on. Similarly authorities have also been asked to prepare schemes of further education. The Ministry gives guidance to authorities in preparing these plans. The authorities are allowed a good measure of discretion in interpreting the national plan to local needs, though the Minister has the last word and the plan has finally to be approved by him. Then the Ministry has also to see that resources are made available, both financial and material, to enable the plan to be carried out. Grant is paid by the Ministry at fixed rates on approved expenditure incurred by the local authorities, the general results being that local rates carry substantially less than half of the total cost of the education service. It is the Ministry's responsibility, too, to see that an appropriate share of the national resources in the way of material and manpower is made available for educational purposes and that they are fairly shared among the different authorities.

On the more strictly educational side, the Minister does not prescribe or control the curriculum in schools, but on his staff are over 400 Inspectors — they are called His Majesty's Inspectors — whose original job it was to inspect the education provided in the schools and to see that it was efficient. In fact, they now do much more than this: they advise their administrative colleagues on educational questions, they act as liaison officers between the Ministry, the local education authorities, and other bodies, and perhaps most important of all, by organizing refresher courses for teachers, and in other ways, they focus the attention of authorities and teachers on new methods and developments and, in general, help to keep the educational organism alive and growing.

Organization of the Ministry

But what about the actual organization of the Ministry itself? So far as administration goes it is organized in a number of branches each in charge of an Under Secretary or other senior civil servant. There is the Schools Branch which deals with primary and secondary education, Further Education Branch which covers the whole field of technical and adult education as well as the youth service and planning for the county colleges which are going to be set up for the part-time education of young people who leave school before 15. Then there is a Teachers Branch which is responsible for maintaining an adequate supply of trained teachers and for dealing with questions of qualifications and so on. Closely related to this branch are the more specialized sections dealing with questions of salaries and pensions. One of the biggest of Britain's postwar jobs has been to set up a special scheme

for training as teachers men and women who were in the armed forces or doing other kinds of war work. Over 50 new colleges are now operating with an output of nearly 12,000 trained teachers a year.

The Special Services Branch is concerned with school health services, special schools for handicapped children and school milk and meals. The latter service has expanded tremendously since the early days of the war: well over 2,000,000 children, that is, practically half our total school population already have dinner at school every day.

The Ministry's foreign relations, as well as its public relations on the home front, are handled by a separate branch — the Branch of Information and External Relations. A very large part of the responsibilities of this branch lie in the field of UNESCO.

Special Services — the Inspectorate

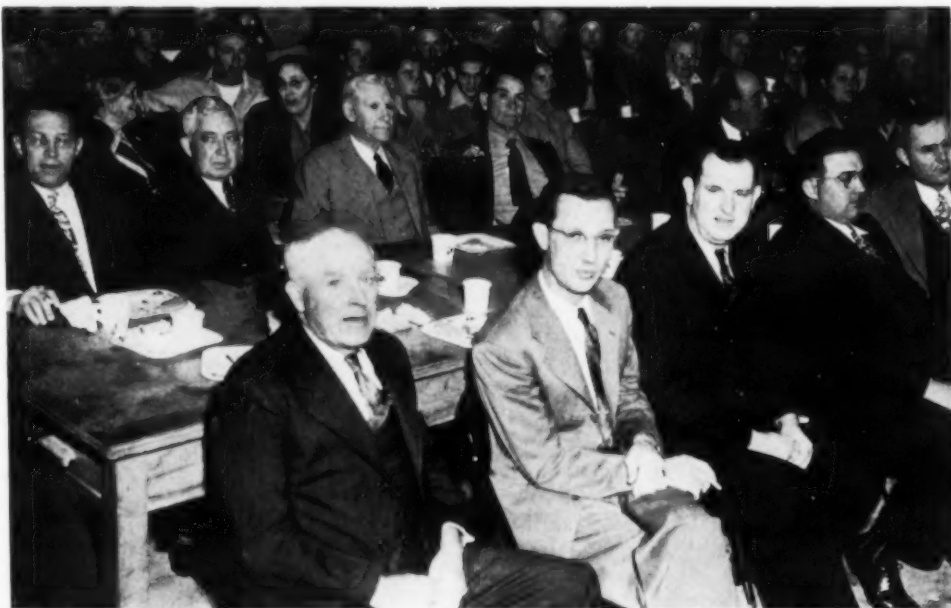
Other branches of the headquarters staff are the Buildings and Priority Branch which deals with the allocation of building labor and materials for school buildings and with the planning of the educational building program over the country as a whole. The award of scholarships to universities and other institutions is handled by an Awards Branch, whose work has been very heavy over the past few years, since over 40,000 special grants have been made to ex-service men and women for university courses. Besides branches dealing with internal establishment matters and finance there are, of course, specialist advisers such

as the Legal Adviser with his staff, and the Chief Medical Officer and his staff of medical officers.

So far as the Inspectorate are concerned they are organized separately under a Senior Chief Inspector and six Chief Inspectors, each taking a field of responsibility related to one of the administrative branches; for instance, primary or secondary education, training of teachers, and so on. The rest of the Inspectorate are spread over the country in such a way that each is responsible for a particular area and each has the opportunity of giving specialized advice and help to the Ministry, to his colleagues, and to the schools in any subject in which he is particularly expert.

Many things must be left out of this short discussion. I should like to have said more, for instance, about the various bodies set up to co-operate in the field of UNESCO and about the part being played by the Ministry with our partners in the educational system in developing visual aids and stimulating educational research. But I hope I have given you some idea of the kind of job we are trying to do in Britain's Ministry of Education today.

This is an exciting time in the history of education. We in Great Britain, backed by our traditions of education and of public service, local and central, are working out the new conception of education sketched out in the 1944 Act. And now, especially since the setting up of UNESCO, we can enrich education at home and throughout the world, by co-operation with each other.



The School Board Burns the Bonds

At Garber, Oklahoma, the members of the board of education presided at a public meeting during which the mayor, Frank Jones, burned \$90,000 in school building bonds which had just been paid. On the same occasion, the board observed the twenty-fifth anniversary of the founding of a department of agriculture in the Garber High School. The members of the board are (left to right, front row): Hugh Cinnamon, Kenneth Mathis, Bill Sockler, Clifford Moore, clerk of the board, and Bob Crews, board president; (second row) J. F. Page, Harry Magill, C. A. Graham, and Ed Sims. — Photo, Enid News.

Steps in Planning School Building Programs

Russell T. Gregg, Ph.D.*

No one knows exactly how many billions of dollars will be needed for school buildings within the next few years. Fowlkes,¹ in 1942, estimated that at least 5 billion dollars were needed to construct new buildings and to repair old ones. It is now five years later and practically no school buildings have been constructed in the meantime. Moreover, Fowlkes' estimates were based upon 1942 construction costs. In 1943, the National Resources Planning Board estimated that, in terms of 1940 purchasing power, a justifiable minimum of \$9,000,000,000 could be spent over a five-year period for elementary and secondary school buildings—almost 2 billion dollars a year!² In 1944-45, 806 school systems reported to the American Association of School Administrators that in these systems alone 2242 new buildings and 2604 additions, or major alterations to existing buildings, were needed. The estimated cost of needed buildings, additions, and alterations in 723 school systems were almost 2 billion dollars.³ In terms of 1945 buildings costs, it is certainly conservative to estimate that between now and 1955 approximately 10 billion dollars will be required if elementary and secondary school buildings are to meet desirable standards.

There are four reasons why such a huge sum of public money is needed for school buildings. One is that construction of school buildings has been practically at a standstill throughout the present decade. Another is that there is a demand, both on the part of the public and of professional educators, that school programs be expanded and improved in quality. Not only the quantity of educational activities, but also their quality, depends upon the nature of the buildings in which they are carried on. The public is demanding additional educational programs at prekindergarten, youth, and adult levels. Elementary schools, especially, need to be better planned than in days past. A third reason is that there is immediate need for a reorganization of local school units in many of the states. Satisfactory reorganization will require the construction of many school buildings. Still a fourth reason for great expenditures for school

buildings is the very high price of labor and materials. Although price levels can be expected to decline in the relatively near future, it is a fairly safe prediction that at no time during the next decade will school building costs recede to a point below 60 per cent greater than 1940 costs.

The tremendous sum of public money which must be spent for school buildings makes it imperative that school administrators and boards of education plan most carefully school building programs and individual school buildings. One hundred per cent educational return must be realized on every dollar spent. Sites and buildings must be planned so that they will be adequate in terms of a modern educational program and of the number of persons to be educated. They must also be planned with a view to complete utilization and to flexibility to meet unforeseen needs. While these criteria are operating, the criterion of economy must also be considered. However, any economy which handicaps or interferes with the adequacy of necessary educational programs is penny wise and pound foolish.

Planning a school building program demands much time and effort on the part of many persons. This is true whether the school district be large or small. In the opinion of the writer, a complete school building planning program can be described in terms of twenty steps or stages. These steps are not always discrete or separate; rather each of them is often intimately related to one or more of the other steps. Nonetheless, each step is sufficiently recognizable and important to receive special consideration. The twenty steps are stated and briefly discussed in the paragraphs following.

1. Decide upon a plan for studying school building needs in the community. A philosophy and method of study and planning must be developed. What are the values of participation in school building planning? To what extent should there be participation in planning? What groups and individuals should be encouraged and stimulated to participate? What organizations and methods will stimulate and promote participation and effective planning? What types of studies should be made? Should outside experts be employed to do the job? Should consultants be employed to assist local groups in making necessary studies? These are some of the questions that should be considered.

2. Carry on studies of pertinent community characteristics. Among the characteristics which should be studied are: (a) trends in the school and general popu-

lations, (b) relation of community to surrounding suburban, industrial, and agricultural areas, (c) trends in the development of residential and industrial areas, (d) possible desirable changes in school district organization, (e) economic, social, educational, and racial characteristics of the community, (f) educational, recreational, and health needs of the community, (g) other educational agencies and their relations to the public schools and to community needs, and (h) community planning groups and their programs. Spot maps showing school populations, maps showing trends in development of residential and industrial areas, charts showing trends in population, present location of schools, etc., should be prepared. They are a necessity for the studies themselves and also serve effectively for public interpretation and clarification.

3. Determine the nature of the educational programs to be housed. School buildings are instructional equipment. As such they must be planned to implement the educational philosophy of the community. Democratic society is a dynamic society and schools in a democracy must be flexible to meet ever changing needs. Educational philosophy and programs are evolving in nature, change with time and vary by communities. Consequently the school building program must provide for deliberate formulation of the objectives to be sought by the schools and the nature of the programs necessary to achieve these objectives. Such questions as the following will have to be answered before school buildings can be planned intelligently. What age groups are to be served? What programs and services are to be provided for each? What kinds of pupil experiences are to be stimulated? What teaching methods are to be employed? What general uses of school buildings are to be made? Not only must such questions be answered for the immediate present but their answers 10 or 20 years hence must be anticipated.

4. Develop administrative policy related to school building problems. Just as it is necessary to determine the nature of the educational program to be housed, so is it necessary to answer certain questions of administrative policy early in the study of the school building program. Administration is not an end in itself; it is a means of facilitating the attainment of educational purposes. What should be the type of school organization, the 8-4, the K-6-6, the 4-4-4-4, or something else? What is the desirable size, all factors considered, for different types of schools? What should be the class size in the various phases of the educational

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¹Fowlkes, John Guy, *Planning Schools for Tomorrow* (Washington: U. S. Government Printing Office, 1942), U. S. Office of Education, Leaflet No. 64, p. 20.

²National Resources Planning Board, *National Resources Development Report for 1943* (Washington: U. S. Government Printing Office, 1943), Part I, Post-War Plans and Programs, p. 73.

³Cocking, Walter D., "The Postwar Schoolhouse," *The American School and University*, Seventeenth Annual Edition (New York: American School Publishing Co., 1945), pp. 17-22.

program? How much time should persons of various ages be expected to use in traveling to and from school? Shall all pupils walk or should some be transported? Intelligent planning of the location and nature of school buildings can be effected only after such questions are answered. And there is no reason to further freeze a poor educational organization just because it has existed up to the present.

5. Prepare a "Manual for the School Architect." The results of long and effective study and deliberation relative to the preceding four steps should be organized into a manual for the guidance of the architect employed. The manual will define the accepted philosophy of education, describe the nature of the educational programs to be carried on at the various levels, state the governing administrative policy, and describe the general kinds and sizes of spaces desired in the various types of schools. It will state the requirements of various spaces such as kindergartens, junior high school shops, senior high school libraries, and community recreational spaces. It will indicate the need for storage spaces, built-in equipment, and describe the nature of movable equipment to be accommodated. It should, in fact, be a veritable compendium of the best ideas and suggestions which have been made by both school personnel and laymen. The architect, of course, would not be expected to accept the contents of the manual uncritically.

6. Decide upon the boundaries of the various types of attendance areas. The determination of attendance areas of the district will be conditioned by the administrative policies concerning type of school organization, size of schools, travel time of pupils, etc. The studies of population, residential, and industrial trends will be utilized. Maps showing streets or roads, pupil location by age groups, existing school facilities, and probable areas of residential development must be prepared.

7. Select and retain a competent architect. The importance of this step cannot be overemphasized and it should not be delayed beyond this point in the school building program. In fact, it would be very desirable for the architect to participate in the earlier steps. The architect should be the best obtainable. It is he who designs and constructs buildings which incorporate necessary and desirable educational requirements as well as structural requirements. He co-ordinates the services of special engineers and contractors and sees to it that design and construction conform in all respects to local and state codes. The really good architect will earn a high fee many times over, but the poor one will be too expensive at any price.

8. Study existing site and plant facilities. This study is concerned with adequacy and utilization of present facilities, but first with adequacy. It must be emphasized that adequacy should be determined as much by educational factors

as by size and space factors. Study of the location, adequacy, and utilization of existing sites and buildings, in relation to proposed attendance areas, will answer such questions as which sites or buildings should be abandoned, which ones should be improved or remodeled, and what new ones are needed.

9. Integrate school building planning program with general community planning. It is obvious that this step is not one to be accomplished at any particular point in the total program. There should be continuous co-operation and exchange of information between school authorities and other community planning groups, both official and unofficial. Certainly such co-operative planning must be inaugurated not later than at this stage of the building planning program. There is no excuse for duplication of public facilities in a community. Multiple use of buildings, playgrounds, parks, libraries, museums, etc., will result only from co-operative planning.

10. Select, acquire, and plan school sites. Having determined the attendance areas and the status of existing sites, the matter of selecting, acquiring, and planning of new sites or additions to old ones may be attacked. Selection of sites well in advance of need gives the advantages of low initial costs and later adequacy. Actual planning of site development can be delayed until need for use occurs. In general, present school sites are much too small. Future sites should include a minimum of five acres for six-grade elementary schools and ten acres for secondary schools. It is desirable that they be even larger. Neighborhood schools housing only very young children require relatively small sites. In the acquisition of sites the location, size, shape, contours, soil qualities, and the extent of necessary improvements should be considered as well as original costs.

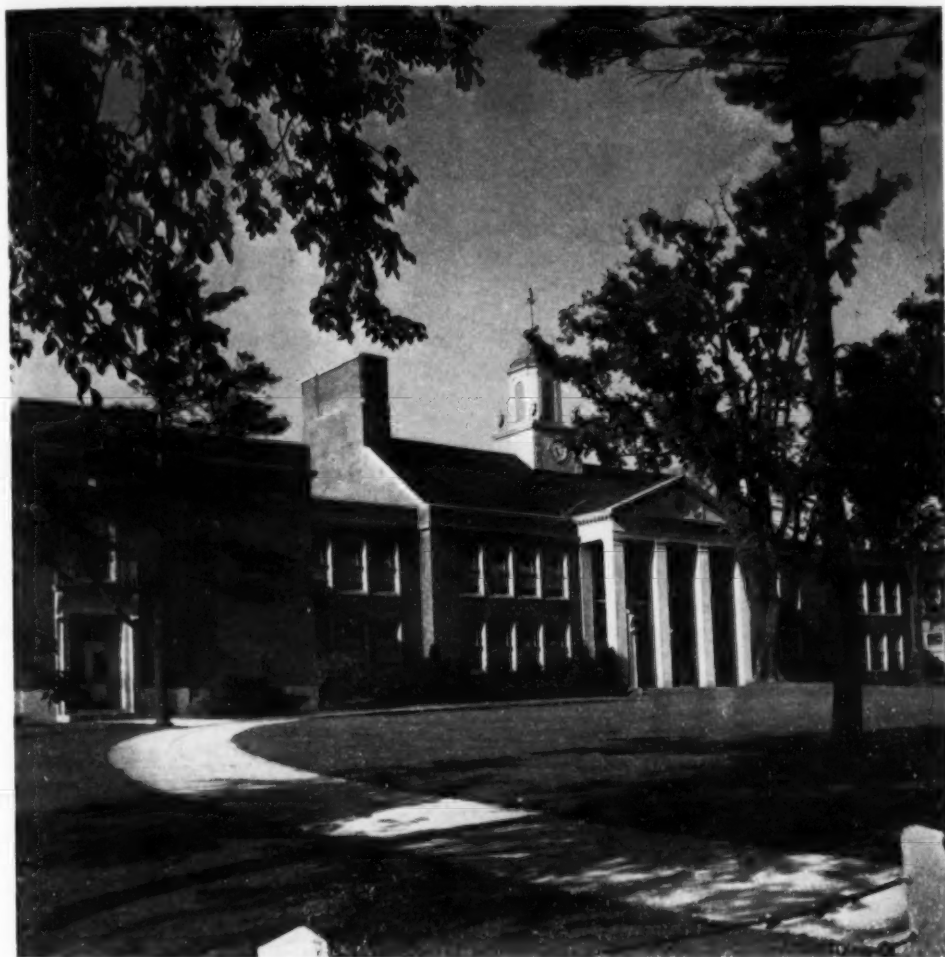


11. Develop the proposed building program. This is the step to which the earlier phases of the planning program are preliminary. It is now possible to develop a sound long-term building program. The program should be projected over a period of at least 10, preferably 25, years, and as time passes it should be continuously evaluated and modified in the light of new conditions. It is probably desirable to plan the program in stages with suggested time limits for each stage. As conditions change, certain stages of the program can be altered, accelerated, or delayed without reconstructing the entire program. The proposed program will be based upon present and estimated future population, needs, and educational programs. It would indicate the buildings to be abandoned, those to be enlarged, those to be modernized, and those to be constructed during each phase of the long-term program.

12. Estimate costs, determine ability to pay, and develop a financing plan. A realistic building program must include a finance plan. It should not, however, be so "realistic" as to place this step before the preceding two. The educational leadership in the community should, first, determine what school needs are and, second, determine what costs will be necessary. If the people think the costs are excessive, the plan will, of course, have to be revised. A sound finance plan will involve consideration of ability to pay, present indebtedness, relation of capital costs to operating expenses, and costs of the proposed building program including sites, consultant costs, architectural services, equipment, and interest. The possibilities of state and federal aids, both at present and in the future, will need to be weighed carefully.

13. Interpret the proposed program to the community. It is assumed that the people have been continuously informed of the planning program as it has developed. Special attention to interpretation must, however, be given at this stage. If continuous consultation and discussion has taken place with community leaders and groups, no great amount of special effort need be directed toward development of community understanding at this particular point. Talks to community groups and on the radio, exhibits, pamphlets emphasizing questions and answers, and general forum discussions should be particularly valuable techniques to be employed.

14. Make the program official by formal adoption by board of education. Assuming that the public has participated actively and is adequately informed, that co-operative planning among the board of education, the city or village council, the planning commission, the park and library boards, and other interested official groups has been effective and harmonious, it now becomes appropriate for the board of education to officially



Richfield Springs Central School, Richfield Springs, N. Y.

— Photo by New York State Department of Education

adopt the proposed site and building programs. In the case of fiscally independent school districts, further official action would necessarily have to be taken by the appropriate bodies.

15. Secure district approval of the financing plan. This step involves the necessary procedures to legalize expenditures for capital outlay. Approval of tax rates for building funds and or bond issues for building purposes are the major considerations. Continued emphasis on the interpretation phase of the planning program is essential if success is to be assured. A district which has developed a building program divided into several phases will generally ask for tax or bond approval on only that phase that is projected for the immediate future.

16. Architect prepare preliminary plans and specifications. If steps 3, 4, and 5 in the planning program have been well executed the architect will have available a wealth of pertinent information to guide him in the preparation of preliminary plans for any particular building. Many sketches should be made and many conferences with teachers, administrators, and board members should take place before actual presentation of preliminary plans. Preliminary plans and specifications should

be complete and detailed enough to enable teachers and administrators to tell whether the building and its individual aspects meet the necessary education requirements. Haste should never be made during the preliminary plans stage of building design. All necessary changes must be made before these plans are approved, even though many revisions may be necessary, for after final plans have been developed the cost of major planning changes will be prohibitive.

17. Architect prepares final working drawings and specifications. After many months of sketching, conference, discussion, drawing of preliminary plans, checking, revision, etc., final working drawings and specifications will be prepared. They must be complete and detailed. Specifications should include detailed descriptions of materials, instructions for the process of bidding, description of contract forms, etc. Final drawings and specifications become a part of the construction contract. They must leave no doubt as to what the building shall be when completed. All errors in final drawings must be eliminated, if possible, before approval, with only very minor changes in planning attempted at this stage.

18. Select bidders, award contracts,

and supervise construction. The title of this step is self-explanatory. As a usual rule, the architect, or a resident engineer in his employ, supervises the construction. The contract with the architect calls for his approval of all materials and for his supervision of all structural, electrical, and mechanical engineering.

19. Inspect and accept the building. When inspection indicates that the building is complete, and that it meets all the educational, architectural, and engineering requirements called for in the final working drawings and specifications, the board formally accepts the building for the district.

20. Evaluate the results of the building program. Evaluation of the school plant should be continuous. Evaluation should be in terms of educational adequacy and economy of both construction and operation.

It is evident that evaluation of the building program takes one back to the first steps in the building planning program outlined above. The questions which immediately arise with reference to the evaluation are: Who should participate in the evaluation? What are the community needs which the schools should serve? What should be the nature of the educational programs to meet these needs? How adequately do the school buildings house these programs? Thus, we see the beginning of a second complete cycle of planning. Indeed, in school systems large enough to require frequent construction of new buildings or additions and alterations of existing buildings, the building planning program must of necessity be a continuous process. And so should it be in smaller school systems!

PAY TRIBUTE TO RETIRING MEMBERS

The school board of Meriden, Conn., at its meeting on December 16, paid tribute to two retiring members, President Charles C. Hull and Vice-President Raymond A. Mitchell. The board voted to write into the minutes as an expression of the members' appreciation, a statement, prepared by a board member, John D. Shaw. The statement reads as follows:

"For six years, these men have given of their time and judgment to provide to the best of their ability a better school system in Meriden. It has been no easy undertaking and many times either could and possibly should have reduced interest in his responsibility.

"However, for six years each man faithfully persevered and accomplished a most deserving record of attendance to business sessions.

"Ray Mitchell missed only one meeting, regular and special, for what is without doubt one of the most outstanding examples of conscientious effort ever compiled by a person devoted to a civic, nonremunerative position.

"Charles Hull, retiring president of the board, missed only one meeting in his two years' tenure as president and missed fewer than twelve sessions over a six-year period.

"Truly, it is a remarkable and positive example of their active interest in acceptance of their civic responsibility. Public credit may never be given these men for their effort, but I know that each will live with great pride and satisfaction in the service rendered to the children, teachers, and parents of this community these past six years."



Guidance, Visual Aids, and Public Relations Combine to Create a Colorful Commencement

Herbert H. Helble¹

Do you want a commencement that's different? Would you like a commencement that combines co-operative effort between several school departments and local citizens to create meaning and color? If so, our experience at Appleton High School may offer worth-while suggestions.

Briefly, our 1947 high school commencement exercises combined 300 color slides with student speeches on a wide variety of occupations in addition to the usual adult speaker but in lieu of student individual or group discussions. The purpose was to show how student experiences, attitudes, and training contribute to successful adult life.

The vocations discussed from the stage and illustrated by especially posed kodachrome slides were 11 in number. These occupations, in which our graduates were photographed on the job, were as follows: engineering, personal service, retailing, office work, industrial, home-making, skilled crafts, professions, agriculture, public service, and teaching. One student prepared the way with brief introductory remarks about the general nature of public education with emphasis on occupations and the student program about to follow. The thirteenth, and final, speech dealt with leisure time and the contribution of education in preparing its graduates for that field.

The Student Speeches

Student speeches were three to four minutes in length. Each was accompanied, in the darkened auditorium, by from 7 to 20 color slides which actually showed Appleton High School graduates at work in the various occupations. A spotlight was focused on the head of each student speaker while he delivered his remarks at the side of the stage. As each picture was flashed upon the large beaded screen from the film projector with slide attachment, it was timed by the operator to fit the lines of the script.

This portion of the program proceeded without hitch and consumed exactly 50 minutes. Throughout, the entire senior class of approximately 400 sat on the stage behind drawn curtains, as they had had an opportunity to witness the program during the final commencement rehearsal that afternoon. Senior speakers were selected on the basis of scholarship and ability to speak. A number of slides were borrowed from private collections of citizens, and one enthusiastic parent devoted

¹Principal, Appleton, Wis., High School.

many hours in accompanying the principal throughout the school year in photographing events and graduates at work.

Our 1947 commencement program really became a co-operative workshop between school and citizens, as well as between various departments within the school. Teachers in the English department prepared the scripts. The speakers were coached by the speech teacher. The visual aids department gave much excellent technical aid and operated the slide machine during the showing. The backstage student club manipulated the spot and stage lighting. The commercial department typed the scripts. The school publicity director and principal, sensing the public-relations aspect of the project, handled the publicity and made the contacts with local merchants, professional men, industrialists, homemakers, contractors, etc., whose permission was secured for taking the pictures at their establishments. The director of guidance gave many helpful suggestions in formulating and helping execute the project. Local citizens, camera enthusiasts, and suppliers of films and flash bulbs, saw to it that adequate equipment and supplies were forthcoming. These materials, by the way, cost us less than \$50.

Careful Planning Succeeded

In addition, many hours of pleasant co-operative effort, planning, trips to local stores, factories, farms and offices, and rehearsals were required. The scripts had to be revised even up to the final day as some of the last pictures taken during the month of May were deemed undesirable and, in one instance, failed to arrive from the photographer in time for use at the exercises. The slide operators were supplied with extra bulbs and flashlights, ready at hand in case of an emergency. Extra ventilation was provided for during the showing on a warm June evening as the totally darkened auditorium and stage might prove too confining to the 2000 persons attending.

The satisfactions of something new attempted successfully, however, proved ample reward. Downtown citizens who had co-operated in taking pictures were enthusiastic about the project and were genuinely pleased that the school was sufficiently interested in their business or profession and its workers to ask for the privilege of taking photographs. Not one refused to co-operate. Several later requested, and received, the slides for showing to their employees. An out-of-town advertising representative, who annually attends several commencements in this area for his firm, stated in his report that it was "the most impressive commencement he had ever attended."

Work Experiences in Appleton

1. Dental technician and assistant. 2. Office clerk.
3. Retail sales lady. 4. Nurse. 5. Planning and serving a meal.

The Professional Improvement Salary Schedule

Alfred D. Simpson¹ and Ralph D. McLeary²

The inflationary trend of the past few years has served as a lever to pry loose the lid under which teachers' salaries, all over the country, have for years been kept close to the subsistence level. The result has been a widespread wave of upward adjustments, and it has been a necessary consequence that salary schedules must be revised to accommodate the higher levels of payment.

A large proportion of the salary schedules in use up to the present time have been inadequate in amount. Many of them not only are still far too low in level but are outmoded in form as well. The latter characterization applies to position-type schedules, position-preparation-type schedules, and presumably, although with more difference of opinion, to those schedules which make a differentiation on the basis of sex. The trend is very clearly toward the adoption of single-salary (equal-pay, preparation-type) schedules, more and more of which have rather definite requirements for in-service professional training as a condition for progress up the increment scales.

The justification for the preparation-type salary schedule is that it promotes better teaching through its motivation of the contributing factor of in-service professional preparation by means of higher salaries attached to higher levels of training. The preparation-type schedule may be relatively simple, with perhaps three columns — most commonly "no degree," "bachelor's degree," and "master's degree or better," or very complicated with many kinds of intermediate levels, variations, and extensions.

Weaknesses of Preparation-Type Schedules

Experience with the preparation-type schedule of the prewar vintage, however valuable it has proved in the main, has disclosed some weak points to which attention must be given as salary policy moves to higher levels.

One of the difficulties almost always encountered nowadays, when building or revising a preparation-type schedule, is the urging of the nondegree teachers for an artificial degree rating. One resulting concession is the practice of allowing equivalency ratings for nondegree teachers who have served a certain number of years, with similar allowances in the case of teachers of vocational education and other special fields.

In its basic and perhaps most common form the preparation-type schedule lays heavy stress upon degree attainment. A large proportion of the teachers in many school systems do not even now have a bachelor's degree, having prepared for teaching through the two- or three-year courses until recently in vogue at teacher-training institutions. In most cases, these people can obtain degrees, only by taking courses, outside the professional education field, which fulfill requirements for majors and minors. Such courses often contribute to the professional improvement of the teacher only indirectly, and the avowed purpose of the salary schedule is thus carried out only in diluted fashion, or is at best delayed. Furthermore, for a teacher who does not have it when he begins to teach, the bachelor's degree is relatively harder to obtain than the master's degree. Since the nondegree column generally has a much lower maximum figure than that afforded higher preparational levels, the usual preparation-type schedule often meets with resistance from teachers with the result that special devices have to be incorporated in the schedule.

An examination of the operation of many preparation-type schedules also indicates that they function more nearly as "years-of-experience-schedules" within each degree classification. Such schedules, by and of themselves, have not infrequently failed to be effective stimulants to continuous and continued in-service training. Situations have been too common wherein teachers through experience alone progressed to the top of their respective degree scales without substantial, oftentimes without any, preparation for the next degree. Such teachers, of course, have found themselves stopped from further salary increases until a large amount of study could be carried out. But so also has the school system failed to profit from a continuous preparational movement. Such circumstances have served to lead to demands for adjustments of the maximum figures as the easiest way for the teachers to improve their salary status, and often without too much thought being given to the public equity in the *quid pro quo*.

One consequence of this tendency has been the incorporation in preparation-type schedules of the requirement that each teacher shall carry on a certain amount of professional study every so many years or be disqualified from further progress up the increment scale. Requirements of this nature are becoming more and more common.

Better Pay Entails Better Service

The recent emphasis upon increased salaries for teachers has focused the attention of the public upon the question of what it is getting for its money. People are willing to pay more for good teaching, but where the lay public has been consulted in the matter, it has been the common reaction that high salary levels should not be made available to teachers on the basis of seniority or experience alone. There is a great deal of quiet feeling that too much is being paid for mediocrity, even where the ordinary form of the preparation-type schedule is in effect. There is also a distinct lay reaction, and properly, against a year-for-year experience adjustment in terms of salary when placing teachers on upwardly revised salary schedules.

All of these and other considerations lead to the thought that perhaps it is desirable to examine the fundamental principles upon which salary payments are based, in order to determine what is a basically sound salary policy. A salary schedule should then be so constructed that it would carry out this policy effectively.

The first basic principle of any salary payment as compensation for personal services is that it should be proportional to the quantity and quality of the services rendered. This is stating in another way the ultimate criterion of the wise use of school salary money — that use which will best serve to yield the maximum educational growth of boys and girls.

The question of quantity need not give too much trouble. It refers to such extensive factors as the length of school year and to such intensive factors as the work load. These factors have been or can be fairly well standardized.

Merit Schedules

Quality, however, presents a more complicated question. One of the major problems in education today is that of finding an effective and satisfactory means of making compensation proportional to a valid, reliable, and acceptable measure of competence in teaching. The so-called "merit salary schedules" and the various schemes attached to preparation-type schedules requiring merit ratings for progress up the increment scales have been designed and put into practice in recognition of this need for relating salary to competence. None of them, as developed to date, shows great promise of enduring success; but it is true that the interest, study, and experimentation now being dis-

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played along this line is a very healthy sign.

One of the arrangements is of the plateau type, meaning thereby that when a teacher reaches a certain salary level he must receive a merit rating before he is eligible for the next sequence of increments. The New York state-wide policy adopted in 1947 is of this type. The New York legislation, however, is only a partial approach at best to the situation. The troublesome and complex problem of measuring teaching competence and the morale-disturbing aspects of the "rating" schedule are the two chief difficulties at present encountered in salary policy of the merit type. These questions cannot be solved by state law alone. There will have to be much local development, and ample latitude should be given for it within the legal framework.

The problem of compensation in proportion to competence needs also a great deal of painstaking research. Until more progress is made in defining and measuring teaching competence it will be necessary to rely largely upon factors which can be expressed objectively. In-service professional training and preservice preparation, since all other things being equal they tend to promote better competence in teaching, are certainly two factors upon which reliance can be placed. This reasoning leads us back to the preparational-type schedule perhaps with merit modifications of it as the nearest possible present approach to fulfillment of the desirable salary policy.

On the basis of what has been said above and from the development to date of theory and practice in the salary schedule field, the following requisites can be listed as defensible.

Eight Basic Requirements

1. A salary schedule is not only an instrument of personnel policy in that it should contribute to the physical, social, and mental welfare of the teacher through adequate and equitable financial returns; but it is also an instrument of public educational policy in two ways particularly: (1) in that it should be an implementing factor in the promotion of the development of better and more effective learning situations for the boys and girls of the community and (2) which is a corollary of (1) in that it should embody prudence in the use of public funds.

2. A salary schedule should have a minimum, a series of increments, and a maximum, with application to all present and future members of the staff whose work is satisfactory, regardless of grade taught or sex of teacher.

3. The salary schedule should promote continuous improvement in the ability of the teacher to teach; fundamentally and logically this should relate increased compensation to increased ability. Actually, because of unsolved problems, both of substance and procedure, this principle is

limited in realization at present, especially as to its latter part.

4. The salary schedule should not lay undue stress upon purely technical requirements, hence it should not overemphasize academic degrees.

5. Teachers' salaries, for teachers of proved ability, should lie in professional levels of compensation. Except for beginning salaries and for those paid during the probation period, they should not be tied to mere subsistence levels of compensation.

6. The number of increments on the basic schedule should be large enough to give all teachers an opportunity to look forward to continually increasing compensation over a relatively long period of years.

7. Since the first few years of experience are among the most valuable and since it is essential that the beginning teacher continue her professional training on the graduate level, probably at a rate of study per year higher than is necessary in later years, it is often advisable to have larger increments available in the early years, contingent upon greater amounts of annual in-service training.

8. The salary schedule should be as simple as possible, both in statement and in administration.

Required Study as Stimulus

In working upon the salary problem one often used to find the existing schedule to be a complicated and outmoded position-type schedule. This is far less, though occasionally, the experience now. Accepted theory and current trends in practice strongly call for the introduction of a single-salary (equal-pay, preparation-type) schedule. The movement in this direction is rapid. However, in discussions with groups of teachers—incidentally, the proportion of nondegree teachers is often very high still—the usual objections to the preparation-type schedule, such as have been listed earlier in this article tend to show up. Each group of teachers desires special concessions to put its members in preferred positions. Each group comes forward with arguments for its request, but if

any large part of the requests should be granted, the schedule would become so cluttered up with exceptions and special provisions as to become almost unworkable. This is the case with a large number of multi-column preparation-type schedules recently adopted, many of which have several pages of special provisions, definitions of equivalences, and exceptions.

If one takes account of the difficulty of reconciling the various points of view with the basic purpose of the salary schedule, it seems desirable to go back to first principles for a new approach. It is immediately apparent that the differentiated maximum figures of the columns in the schedule are very often distasteful to the teachers in the lower degree classifications. It is further clear that these lower maximums often do not serve to stimulate improvement in preparation status, rather they stimulate a desire on the part of the teachers to avoid being classified in the columns of lower rating.

This leads to the proposition that the *real purpose of stimulating professional improvement could best be carried out by making the increments each year contingent upon in-service study and that those teachers who had done least in the past should do most in the future.* Differences in the maximum figures thus become unimportant, provided the general level is high enough. It is really necessary only to make differentiations in the rates at which in-service training should be carried out.

A Usable Formula

On the basis of this thinking a very simple formula can be worked out to serve as a salary schedule. Such a schedule should provide for suitable minimum salaries for teachers with bachelor's degrees and master's degrees respectively, for a suitable common maximum for all classroom teachers, for a staff council on personnel development whose duty it would be to develop for official establishment an in-service training account for each teacher, and the minimum requirement of bachelor's degrees, or at least this with bona fide equivalents in certain specialized areas, for all subsequent appointments. Beyond these provisions the schedule could consist of the following simple provisions:

Each member of the instructional staff shall receive a basic salary increment of \$100 (or other appropriate figure) to take effect on September first of each year, provided he has rendered satisfactory service and has met the in-service training requirements specified below, until such time as his basic salary totals \$ —.

The in-service training account of each teacher shall be credited for all approved in-service training work in terms of in-service training units (basically equivalent to semester hours).



In order to provide for the lessening of in-service training requirements as preparation increases, and thus to stimulate as well as to recognize advanced preparational status, the following system of debiting each in-service training account shall be established:

1. For each teacher without a degree, the in-service training account shall be debited 3 units for each increment until a total of 30 units has been attained. Subsequently, the account shall be debited 2 units for each increment until an additional total of 30 units has been attained. Subsequently, the account shall be debited 1 unit for each increment.

2. For each teacher with a bachelor's degree, the in-service training account shall be debited 2 units for each increment until a master's degree has been obtained. Subsequently, the account shall be debited 1 unit for each increment.

3. For each teacher with a master's degree, the in-service training account

shall be debited 1 unit for each increment.

The schedule further should provide that a teacher can keep a limited number of units (basically semester hours) piled up ahead in his account, but the important point is that the work must be done before the increments are available.

The Result: a Professional Schedule

If such a schedule is studied with reference to the principles listed earlier in this article, it will be noted that it meets most of the important requirements quite well. Particularly, it provides incentives for professional improvement, it is simple, and it does not lay too much stress upon degrees—except for the master's degree for those who already have a bachelor's degree, there are no requirements. Furthermore, it has been found that, in the limited number of situations where it has been presented, this type of schedule is regarded by teachers in all categories of preparation as fair and the usual objections to the preparation-type schedule do not appear.

Similar schedules have been adopted in

Concord and Cambridge, Mass., and in New Haven, Conn. It is reasonable to believe that this type of schedule merits close study by other workers in the salary schedule field and to contend that it may well be the next step forward in the evolution of such schedules. Because of the way in which it serves the basic purpose of promoting professional growth, it may appropriately be referred to as the *Professional Improvement Schedule*.

There is also a distinct possibility that a simple schedule of this type, taken as a basic schedule for the *satisfactory* teacher, may be combined with supplementary scales for various levels of competence (when suitable measures can be established) to provide a satisfactory answer to the problem of compensation in accordance with professional competence.

What we have said here is clearly "in the stream" of defensible salary policy and practice. From here onward research and more pioneering in practice is called for. In this the indication in advanced circles is of the real attack and the development of policies which more clearly relate salary to competence.

New State Minimum Salary Schedules and Their Financing Arvid J. Burke¹

Almost all states have set minimum qualifications for teachers, but many of them have failed to recognize the financial implications of this policy. Unless school systems are able to pay the salaries required to employ a sufficient number of teachers with the minimum qualifications, the state standards cannot be enforced. Emergency certificates or reduced requirements have to be allowed.

Nor is it sufficient for a state to establish minimum salaries for teachers. Fiscally weak school systems cannot comply with mandated salaries unless sufficient state support is provided to pay the salaries after a district has made a reasonable local tax effort.

During the past year some states have adopted state minimum salaries that are more realistic in terms of the financial demands of their minimum requirements for teachers and the changed value of the dollar. These should be appraised in terms of adequacy to employ the minimum teacher, provision for transferring present teachers to the new schedule, and sufficiency of state support.

Three Excellent Laws

1. *Maryland* has one of the best minimum salary laws. The minimum for teach-

ers with four years' preparation and no experience is \$2,200 a year, rising to \$3,800 for those with over 16 years' experience. Regularly certificated teachers with fewer than four years' preparation are guaranteed from \$2,000 to \$3,600 with over 16 years' experience. Teachers with provisional or irregular certificates can be paid at lower rates. In transferring to the new schedule in 1947-48 experienced teachers are credited with service, not exceeding 12 years. Furthermore, the calculation of state support is based upon the cost of the minimum schedule in a school district according to specified pupil-teacher ratios plus an additional 20 per cent for other current expenses. The state pays the difference between these costs and what a tax of 6.5 mills will raise. There is complete equalization of the burden of support.

2. *Delaware* has a minimum that is about 10 per cent lower, \$2,000 for teachers with four years' preparation and no experience, rising to \$3,600 after 18 years. The Delaware minimum does not begin to increase until after the third year. It provides a \$200 differential for teachers with five years' preparation, and much lower salaries for teachers with fewer than four years' preparation. The provision for transfer is not too liberal, a \$200 increase over 1946-47, but not higher than the tenth step, \$2,800 for four years' preparation.

The state provides the entire cost of the minimum schedule plus allowances for other expenses based upon approved budgets. All local taxing power is available for exceeding the minima.

3. *Pennsylvania* also adopted a minimum for teachers with four years' preparation of \$2,000 without experience, rising to \$3,200 after nine years' service. There also is a differential of \$200 for teachers with five years' preparation and higher minima for teachers in Philadelphia and Pittsburgh. The minimum for teachers with emergency certificates is \$1,600 and school districts are penalized on state support for continuing to employ substandard teachers. Holders of standard certificates with less than four years' preparation are guaranteed from \$1,950 to \$2,700 with nine years' experience. In making the transfer, experienced teachers are guaranteed one increment toward their ultimate place on the schedule, except that all must be raised to the minimum for beginning teachers. The state reimburses districts for salaries providing they levy a 6 mill tax. However, the reimbursement is not based on the actual cost of the minima, but an average allowance per teacher, the maximum allowance for the weakest districts being increased from \$2,200 in 1946-47 to \$2,600 in 1951-52. This method does not assure that all districts can pay the minima with a

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uniform tax effort as does the Maryland plan.

New York's Complicated Statutes

4. *New York* has a very complicated minimum salary law, consisting of "automatic" minima and "promotional" minima. The automatic part is like the Pennsylvania one except that it has only five steps. For a teacher with four years' preparation or less and no experience the minimum is \$2,000, but after six years it becomes \$2,750. There is a \$200 differential for teachers with five years' preparation and differential of 10 per cent for cities over 100,000 and 25 per cent for New York City. In transferring to the new schedule in 1947-48 experienced teachers are not guaranteed an increase over 1946-47 unless their salaries are below \$2,000 or have not been increased \$600 over June 30, 1945. No permanent plan has been adopted for financing even this automatic schedule. The present school support law will finance an average elementary school salary of about \$1,600, the state providing the difference between \$100 a pupil and what a tax of 2.65 mills a thousand will raise locally. There is also an emergency appropriation for 1947-48 which will provide \$300 a teacher plus enough to bring all teachers up to the \$2,000 minimum.

The "promotional" increments are in reality a merit schedule which presents serious administrative and financial problems once it becomes effective in 1948-49. It provides that at least 50 per cent of the teachers, providing they are eligible for promotion, must be promoted above the automatic schedule. At least 20 per cent must be in the first promotional bracket and at least 10 per cent in each of the next three promotional levels. The first provides a salary of \$2,900 going to \$3,200 after three years for teachers with four years' preparation or less. Each of the next three levels is \$300 higher, making the attainable minimum \$4,100 after 16 years. (A teacher must remain in each promotional level three years.) Thus, it makes possible a \$4,100 minimum for some teachers with four years' preparation or less at a minimum cost. Since teachers advance on the schedule one increment at a time from where they now are, it will be many years before most school districts have any teachers eligible for the top minima. Whether or not any of these ever receive the \$4,100 will depend upon economic conditions, ability to administer the law, and state school support sufficient to meet the mandate with a reasonable tax effort. At the present time, the "promotional increments" are not in effect, and most teachers outside of New York City are under the automatic part of the schedule.

Texas Places Responsibility Locally

5. *Texas* has established a minimum salary schedule which provides a minimum of \$2,000 a year for a teacher with four

years' preparation and no experience. The minimum after 13 years is \$2,655. For teachers with five years' preparation, the range is from \$2,225 to \$2,880. The minima for teachers with less than four years' preparation are lower, being only \$1,332 to \$1,980 for teachers with one year of preparation. The minima for those with a doctorate degree are from \$2,675 to \$3,330. The minima take effect for the school year 1947-48. The state does not guarantee sufficient aid to pay the salaries with a reasonable or uniform tax rate except in certain districts classified by law as equalization districts. These must levy a tax of \$5 a thousand. The state pays the difference between what this tax and all other revenues will yield and a budget based upon the minimum salary provisions.

6. *Indiana's* minimum for teachers with four years' preparation and no experience is higher than most of the foregoing (\$2,133 for eight months or \$2,400 for nine months), but the minimum for those with experience is only \$2,533 after 11 years (for an eight-month term, \$2,850 for nine months). Teachers with five years' preparation are on the same minimum schedule for six years; then their minimum increases slowly, reaching \$3,200 after 25 years (\$3,600 for nine months). The minima for teachers with three years' preparation range from \$1,800 to \$2,000 a year after six years; those with less than three years from \$1,600 to \$1,800 (eight months). The schedule applies to all teachers for 1947-48 in which respect it is more liberal than most of the preceding. State support is based upon the cost of the schedule for eight months in all school districts according to average daily attendance. Every district is guaranteed at least 80 per cent of the cost. Districts must raise a tax of \$7.50 per \$1,000 of valuation. All districts cannot finance the program with a uniform local tax effort, although there is some provision for additional assistance to fiscally weak districts.



Progress in Other States

Other states have made significant progress. (1) *West Virginia* provides for equalizing the burden of support of a minimum of \$1,800 to \$2,506 for college graduates and \$2,025 to \$2,899 for teachers with five years' preparation. (2) *North Carolina* pays the entire cost of minima ranging from \$1,827 to \$2,412 for teachers with the highest grade certificates. *Georgia*, *Idaho*, and *South Carolina* also have increased their minimum schedules.

Another group of states have established flat minima, but have provided enough increased state support to make substantial increases in salaries. Indeed, some of these states have done more to increase salaries than the states mentioned above. (1) *Washington* has a \$2,400 minimum and requires that salaries be at least \$500 above 1946-47. Increased state support amounts to about \$1,000 a teacher over last year. (2) *California* has a \$2,400 minimum and has increased state support over \$1,000 a teacher; it requires districts to use 85 per cent of support for salaries. (3) *Nevada* also has a \$2,400 minimum and has increased state support over \$1,000 a teacher. (4) The *New Mexico* and *Arizona* state education departments have established a \$2,400 minimum and these states have greatly increased their support. *Oklahoma* has a \$2,000 minimum for teachers with four years' preparation and \$2,200 for those with five. *Oregon* also has a \$2,400 minimum. *New Jersey* and *Vermont* have \$1,800 minima for four years' preparation and *Maine* \$1,800 for five years.

Some states have established higher bases for calculating equalization allowances which enable fiscally weak districts to pay higher minimum salaries. (1) *Utah* assures a program of \$3,300 a classroom. (2) *Florida* in computing its equalization aid allows \$2,500 for teachers with four years' preparation and \$3,000 for teachers with five years' preparation. (3) *Connecticut* provides an equalization base of \$140 an elementary pupil, or about \$3,500 a classroom. (4) *California's* equalization program is somewhat higher.

Most states have granted large increases in state support since 1940. The total has risen from about \$683,000,000 to over \$1,500,000,000 this year, or over 120 per cent. In many cases these increases have provided general increases in salaries, although they do not always assure a defensible minimum. (1) *Michigan* has increased its support about \$1,000 a teacher. (2) *Rhode Island* provided a \$600 increase from state funds. (3) *Ohio* has provided enough additional aid to raise salaries \$500 on the average. (4) *Arkansas* has enough new support to provide over \$500 a teacher. (5) *Louisiana's* increase will amount to about \$450 a teacher. (6) The increases from state support in *Tennessee* will range from \$300 to \$833. *Alabama* and *Mississippi* teachers will receive substantial increases from state support.

Can Your School and Community Attract and Hold the Best Teachers?

Robert Bayless Norris¹

At no time in the recent history of our country have teachers had a greater opportunity to pick and choose positions. In spite of the fact that in a few scattered places, chiefly urban, the shortage of teachers has eased this year, not enough top-notch people are entering the profession to fill the vacancies. In addition to this, to consider a few typical states, Pennsylvania has several thousand people leading the youth in the public schools who are teaching on emergency certificates — many without any college training; Maine opened its schools in September, 1947, with over 500 vacancies; Colorado was short at the same time by 300 teachers; New Jersey needed an additional 500 educators to meet the increased enrollment. Twenty per cent of all elementary school teachers in the United States this year hold emergency certificates.

Looking toward the future, we find the live birth figures of the Bureau of Vital Statistics indicating that the increased war and postwar birth rate will place even greater demands upon public education in the immediate future. This year an additional 13,500 teachers were required over 1946-47. In 1949, it is predicted this figure will increase to 64,500, and in 1951, in the neighborhood of 100,000.

Well aware of these trends, college juniors and seniors and teachers in the field are expressing concern over the problem of selecting teaching situations. This report of a recent study conducted by over 100 students about to be graduated sets forth standards and other evaluative criteria which they will use in selecting positions.

Considering the implications of this statement, administrators and boards of education desiring to attract, and hold, the cream of the profession should rate their school systems and communities. If either is found wanting, steps should be taken to improve facilities and re-educate public opinion, through publicity, to a greater realization of the true personal and professional prestige of the teacher, of the teacher's great importance in the community.

As the world order and our national economy become more complex, it is increasingly important that the schools be manned with the most desirable educators. Education is the least expensive solution to world problems. Our American communi-

ties are the best possible places to put this truism into effective operation.

As an aid in the evaluation of schools and communities, the following compilation of questions may be applied by school leaders to determine what their schools and communities can offer to prospective teachers and how well they can hope to hold the best teachers.

The School Plant: Facilities, Equipment, and Supplies

Modern educational techniques — the ones known by the best teachers — often fail because of overcrowded classes, lack of equipment and supplies, and inadequate plant facilities. Those few communities which have the combined resources of excellent teachers, dynamic leadership, and adequate plant are repaid in the results obtained: better educated citizens, less juvenile delinquency, and improved community spirit. More and more superior teachers are coming to realize that there are places which will provide these facilities: communities which value the future of their children and of our nation.

Some of the earmarks of educational resources may be discovered through these questions:

1. Is the equipment essential to full operation of a modern program available in the gymnasium, laboratories, classrooms, and library?
2. Is sufficient janitorial service provided?
3. Are supplies and new equipment provided as they are needed, especially for new teachers who had no opportunity to present requests in the spring?
4. Are the teachers' ideas sought, or at least considered, when the budget is made?
5. Is the school plant large enough to meet the needs of the increasing school population?
6. Is the tax program adequate to meet the needs of the school?

The School Organization: The Administration and the Functional Organization

Most young teachers are interested either in advancing, eventually, to a larger school system or to a supervisory position in their first school. Among their consideration of vacancies will be the opportunity for the sort of experience which will help them to grow professionally and, consequently, become better equipped to handle greater responsibility.

The school administration is the spark plug of the whole organization for, without intelligent, democratic, and effective leadership, few faculties will progress in vision and understanding. Programs of curriculum revision, a counseling service, and well-arranged work schedules will be found in such school systems.

Potential applicants will evaluate through the application of such questions as:

1. Is the staff large enough so that class size will be within the desirable limits for effective teaching?
2. Will new teachers be expected to teach in fields for which they have little preparation and to direct activities in which they have little interest?
3. Is the school administered democratically; are teachers and students allowed to participate in making policies of immediate concern to them?
4. Is the curriculum fixed or is provision made for continual study and revision?
5. What is the principal's background; what is his philosophy of education; is he liked by members of the staff?
6. Is effort made to educate backward and superior children in line with their special needs?
7. Is the guidance program adequate to stimulate, guide, and counsel students?
8. Are teachers allowed time during the school day to hold conferences with students and to prepare that part of their lessons which can best be worked on in school?
9. Is there an established policy which grants sabbatical leaves for study or other improvement?

The Teacher: Salary, Rights, and Privileges

The best teachers bring from college the same broad points of view as men and women in other professions. They have similar cultural background and like tastes; hence they desire and will offer most to the school with similar social opportunities. And, too, they believe that children should come in contact with well-integrated adult members of society in their classrooms — the sort of adults they someday will wish to become.

Not only will teachers benefit in communities and schools offering the advantages indicated below; but, more important, the education of youth will be in the hands of happier, better adapted individuals.

Money is, of course, important. But the human rights and privileges enjoyed by

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others is of equal rank in securing and holding superior teachers and in attracting outstanding young people into the teaching profession.

Application of the following questions will aid in discovering how teachers will rate your school:

1. Are teachers' salaries in line with those of others in the community and with the general cost of living?

2. Is provision made for salary adjustments in inflationary periods?

3. Is equal pay given for equal preparation without regard for the grade levels taught?

4. Is a sick leave plan in operation?

5. Are Blue Cross and Blue Shield health plans available?

6. Can teachers participate actively in civic affairs and politics so long as they do not seek to prejudice their students in their classrooms?

7. Are teachers who desire summer work in the community aided in securing it?

8. Are teachers accepted as social beings in community organizations or are they considered to be paid "slaves" of the public to be called upon whenever extra work must be done?

9. If there is an "extra pay for extra duty" system, is it operated fairly?

10. Is liability insurance carried to protect the teacher against accident to herself or her students?

11. May teachers go where they please and with whom they please in their off-duty hours?

12. What is the promotion policy?

13. Are good teachers protected by tenure?

The Community: Church, Recreational Facilities, and Status of Teachers

Throughout recent history we in the United States have stood for separation of Church and the State. In many communities, however, teachers are excluded from the group which enjoys this freedom. Church and other community relationships are of as vital importance to good teachers as are school relationships and facilities. Evaluating the community is a most complex task; a few of the questions which should be considered are:

1. Is religious toleration truly practiced; is a teacher required to state, in writing or verbally, her religion before she is considered for a position?

2. Are teachers *required* to teach Sunday School or to handle any other similar community duties?

3. What recreational and cultural opportunities are available?

4. Are teachers invited into the homes of the community as social equals?

5. Are efforts made to locate desirable living quarters for new teachers?

6. Are the majority of present teachers proud to be teachers in the community?

Those communities which desire to offer their children the best possible education must make a conscious and concerted effort to attract and hold superior teachers. High type administrative leadership must be provided. The school plant and its operative facilities must be adequate. The teacher must be considered as a professional in all matters. The community must accept the importance of the educational program.

As schools and communities reach these goals, not only will they attract the better teachers now in the profession but the highest type of young men and women will drive the weaklings from the profession. When this point is reached, education for democracy will really function in America.

Reimbursement for Privately Owned Cars Used on School Business *Earl L. Raines¹*

Does your school pay a bonus to employees when necessary for them to use personal cars on professional business, or do the employees foot the bill out of their own pockets, taking the equivalent of a reduction in pay for the privilege of holding their jobs?

Why do you follow your present policy of reimbursement? Do you base the rate upon an analysis of cost factors, pull a figure out of a hat, follow precedent, or pay a given amount simply because it is also paid by X school or Y company?

Wide variation in methods and rates of reimbursement for privately owned cars used on school business, pressure of employee groups which feel that present rates are inadequate, the caution of budget makers who try to stay within acceptable bounds, and permissive or mandatory statutory law governing the subject, all point to the need of a closer examination of the subject of reimbursement.

Inasmuch as the financial outlay for the necessary transportation of the supervisors, school nurses, traveling principals, visiting teachers, child welfare workers, and others who are required to use their own cars on school business constitutes a small portion of the total school budget, administrators

and school boards in general have been too busy to determine by adequate investigation a rate of reimbursement for these employees. The employees, themselves, have seldom used a scientific method in making a study to substantiate their claims for more liberal allowances, or perhaps because of their small number in proportion to all employees have been unable to secure favorable response to what they felt a reasonable and justifiable request.

Cost Factors Rarely Used

Educational literature is notably barren of data on reimbursement for use of personal cars employed in school business. Studies in the fields of commerce, industry, and engineering help to determine cost factors, to find current trends, and to arrive at a factual method of determining an equitable rate of reimbursement.

Surveys made of the plans and rates used by schools, welfare agencies, governmental units and departments, and commercial concerns indicate that such plans and rates are often determined arbitrarily rather than upon an investigation of cost factors, and some employers frankly admit that a figure has been decided upon merely to satisfy the demands of employees. A few plans enable the employee to add to his salary at the expense of the agency or tax-

payer. Some plans are based upon investigation of costs and are thoroughly understood by and mutually satisfactory to both employee and employer. Most rates of payment, however, are a bone of contention between the car-owning employee and his employer, whether such employer is a board of education or some other agency.

A study of a cross section of the country's employers, including schools, commercial concerns, nurses' organizations, social welfare agencies, and other groups, indicates a wide diversity of rates and methods of figuring reimbursement. Of greater contrast, however, are the practices existing within a given territory where employees of several agencies work almost side by side and travel over the same territory in which most cost factors are common to all.

Differences Cause Dissatisfaction

Fifty-nine social agencies in a metropolitan area reported over twenty distinct methods of reimbursement! Twenty-nine major commercial concerns in the same area showed an equal amount of variability, their flat mileage rates ranging from 3 cents to 8 cents. Only two had made any recent investigation to determine if their plans were equitable; the others simply took the allowances paid for granted.

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In this same city employees of the municipal, county, state, and federal governments receive different rates of reimbursement; the extremes are so greatly distant that the highest paid receives almost twice the allowance of the lowest paid. One of these groups found that its average employee drove his car on official business and actually paid \$217 more per year for upkeep than he was reimbursed for. Independent departments of the city and county governments, although each is supported by the public treasury, somehow arrive at widely different practices in reimbursing their employees for use of personal cars. School departments are usually at the lower end of the list in rates paid.

This diversity makes for dissatisfaction and lower morale, which is often reflected in frequent personnel turnover as illustrated by the remark of a private social agency whose employees were reimbursed only for gasoline used in their cars while on official business. "And," responded this agency, "do we have trouble keeping personnel?"

Employee-owned cars save the school board or other employer large capital outlay, and are particularly economical to the employer over district-owned equipment when driven less than 20,000 miles per year on school business. Most school systems have expected their employees to furnish their own cars when necessary to have transportation in connection with professional duties. Increasingly, private employers are making the same requirement. Such a trend places a special obligation upon school boards and other employers to see that the cost of operation is correctly and adequately determined. Legislation of most states makes obligatory upon the school district to provide for the actual and necessary traveling expense of any district employee while under the direction of the governing board. Such an allowance should be sufficient to encourage the employee to use his car in the promotion of the best interests of the school and community rather than to stimulate a practice of stinting on transportation, thus defeating the very purpose for which the employee is hired.

What Is an Equitable Rate?

There will be a variation in the definition of *equitableness* unless an agreement is reached upon cost factors for a given territory. What is a fair allowance in one part of the state or nation might be wholly inadequate in another or constitute a real bonus in a third. It is the purpose of this paper to suggest a few principles and to offer a blueprint by which any group may reach an equitable rate for its area.

Standard light cars of the Ford, Chevrolet, and Plymouth class are usually more economical than the heavier cars and are most commonly used by fleet operators. Employees desiring more luxurious cars than these may justifiably be expected to pay the difference in cost of operation. The

employee should also bear his portion of fixed costs based upon the relation of his personal mileage to the sum of his personal and business mileage. For example, if he drives 500 miles per month on personal business and 500 miles on official business, both he and the school board will contribute equally to the fixed cost of the car. In addition the school board will pay on a mileage basis for the 500 miles driven on official business. Basic considerations in determining allowances, therefore, devolve upon *fixed* (sometimes called *time* or *proprietary*) cost factors and *variable* (sometimes called *running* or *mileage*) cost factors. For clarity these are listed below with some suggestions for finding the various amounts the different factors contribute to the total cost for which allowances should be made. No one list can serve the country as a whole. This one is representative. The reader may prepare his own, using this as a guide, including whatever items apply plus any others unique to his area.

Fixed Cost Factors

Fixed costs occur whether a car is used little or much. Your compilation should indicate the cost of each item for a year. The sum of all items should then be divided by 12 to arrive at a monthly rate of reimbursement.

A. *Depreciation* is the difference in the original cost of a car and of its present trade-in value. The amount charged to depreciation should provide a reserve which, when added to the trade-in value, will equal the original price of the present car. *Time* which brings *obsolescence* and *mileage* with its attendant *wear* are the two main factors in depreciation, the time element being much more important than mileage. In the Blue Books it is usually figured in terms of years rather than months. Depreciation is reduced to monthly amounts for the convenience of accounting. Dealers' and tax-assessors' tables or private surveys will indicate the approximate yearly rate of depreciation. An arbitrary point in a car's age or mileage cannot be set as the best time for a trade-in, but since the rate of depreciation usually decreases as the cost of upkeep increases, there is a point in the history of the car when the cost of repairs over a period of time exceeds the decrease in depreciation. This results in a rise in the mile-unit cost and is ordinarily the time for replacement. Some studies have shown a flat 25% annual depreciation. Others approximate 35% the first year, 25% the second, 15% the third, and 10% the fourth when the car is turned in at about 15% of the original cost. The United States Bureau of Standards finds that over a period of years the first year's depreciation has ranged from 25% to 43% throughout the country. Fleet operators have generally found it economical to trade in cars after three or four years, or at between 30,000 and 60,000 miles, with the majority at 45,000.

B. *Insurance* covering property and bodily liability is required by the laws of some states and by an increasing number of employers. Since in only three states school districts may be sued freely for the torts of their employees and since an employee may be held on a criminal charge for negligent driving every school employee should be prepared to defend himself without recourse to his school district. The responsibility of owning and driving a car will become more impressive upon one's review of the laws governing this subject in his state. Since one may be deprived of the use of his car during court proceedings or while under unsatisfied judgment, it would often be much to the owner's advantage to be amply covered by insurance. Fire, theft, and \$50-deductible-collision insurance are essential. Rates are on an annual basis and vary geographically even between contiguous sections of a city.

C. *Taxes and license* costs vary across the country.

D. *Interest* at the current rate should be charged against that portion of the cost that is marked off for depreciation. Thus a car costing \$1,600 and depreciated at 35% or \$560 at the end of the first year and at 25% or \$400 at the end of the second year would have accumulated in its depreciation account at the end of the second year, \$560 plus the interest which at 5% would be \$28 plus the second year's depreciation of \$400. Similar computations would be made at the end of the third and fourth year when the car would probably be traded in.

E. *Storage* costs will perhaps average \$5 per month except in high rental areas.

Running Cost Factors

Variable costs are due almost wholly to usage. They are determined by finding the cost per mile unit of the factors suggested below and of any others that apply to one's particular area.

A. *Gasoline* of standard grade in 1946 ranged in price from 18.8 cents in Washington, D. C., to 26.5 cents in Boise, Idaho. The local rate must be used. Close or accurate figures on gasoline consumption may be obtained not from car salesmen or dealers but from fleet operators or a survey of private users. The California State Department of Motor Vehicles says that over that state the average is 15.2 miles per gallon for light cars. The cost per gallon divided by the number of miles a gallon will run will equal the mile unit cost. Thus a gallon running 15 miles and costing 22 cents will equal 1.4667 cents per mile unit for gasoline.

B. *Oil* of standard grade will probably run 6 quarts per thousand miles. At 35 cents per quart, the mile unit cost amounts to .0021 cents.

C. *Tires and tubes* cost may be based upon the guarantee of a reputable manufacturer, a survey of fleet operator's costs, or a personal survey of local costs.

D. *Battery* costs may be figured in a similar manner, but allowances must also be made for recharging.

E. *Washing* is usually done biweekly or once a week and should be charged for whether done by owner or service station.

F. *Antifreeze* costs are determined by local rates and needs.

G. *Parking* costs when away from home and on official business vary widely.

H. *General maintenance* costs can be closely estimated by referring to the manufacturer's instruction book for the car used. The guide indicates the frequency that certain service operations should be performed, running from 500 to 10,000 miles and ranging from a month to a year apart. Local costs may apply and may be had from local certified servicing agencies on such operations as:

1. Lubrication of chassis
2. Changing oil
3. Cleaning oil filter
4. Cleaning air filter
5. Cleaning spark plugs
6. Tuning up engine
7. Packing front wheel bearings
8. Checking battery
9. Changing rear axle lubrication
10. Flushing cooling system
11. Checking tires
12. Repacking fuel pump
13. Tightening

I. Repair of different kinds when needed will include:

1. Brake adjustments and linings
2. Replacement of spark plugs
3. Grinding valves and removing carbon

Conditions Affecting Cost Factors

It is not the purpose of this paper to suggest methods of economical operation of automobiles. Studies at the Engineering Experiment Station of Iowa State College as well as other investigations, however, indicate that certain conditions have a definite influence upon the variable cost factors just listed. These conditions, frequently overlooked, must be considered in formulating a pattern for reimbursement. They include:

- A. The car: make, model, curb weight, age, condition, price
- B. Grade of gasoline used
- C. Load of people, tools, or baggage
- D. Area where used: urban, urban and rural with normal roads, or rural with mountainous roads
- E. Road surfaces
- F. Distances of travel
- G. Volume of traffic
- H. Density of population
- I. Speed
- J. Number of starts and stops
- K. Number and grade of ups and downs
- L. Misalignment
- M. Age of tires
- N. Temperature
- O. Wind resistance
- P. Season

Variety of Methods of Reimbursement

The foregoing conditions will add dollars and cents to the variable cost factors for which the employer should help to pay. Such payment is now made in various ways. Some schools and agencies pay only

the gasoline bill of their employees. Others pay all necessary expense other than repairs. Still others include all repair costs. A national survey of nurses' organizations shows that some of their employees receive a fixed flat allowance of from \$1 to \$60 per month for the use of their cars, others a fixed flat mileage allowance of from 3 cents to 10 cents. Other surveys of schools, social service agencies, commercial concerns, and governmental units substantiate these frequent diversified practices.

Among schools and other public agencies as well as among commercial concerns there is a rapidly increasing practice of reimbursing the employee for proprietary or fixed costs. This is done by paying a fixed amount per day, week, or month, as much as \$30 monthly, to cover fixed charges. This is in addition to a flat mileage allowance approximating 3 to 5 cents per mile to cover out-of-pocket costs. These same groups also consider the diverse geographical areas with their different roads and other driving conditions that make for added expense to some employees over that of others who drive in more favorable areas.

Often the fixed-cost allowance is segregated from the mileage allowance, the mileage allowance being paid immediately while that for fixed costs may be held until the employee is ready to purchase a new car or leave his employment. A slightly different schedule having the same purpose is also in rather common usage.

Agencies whose employees travel a sufficient mileage to warrant allowances, tend to use a graduated mileage scale in which are combined allowances for both fixed and variable costs. This graduated mileage scale makes a greater allowance for short distances per stated period of time, usually one month, with decreasing mileage allowance for longer distances. Such allowances may range from 28 cents for the first few miles to 4 cents for all mileage over 400 miles.

More commonly used than the preceding schedule is one which likewise provides for fixed costs but usually has 3 mileage ranges. For example, for the first 300 miles the rate may be 7 cents per mile; 5 cents for the next 300 miles, and 4 cents for all over 600 miles. The rates will vary in keeping with the cost factors for a given area, but at the above rates an employee traveling 700 miles per month would draw \$30 to cover both mileage and fixed charges.

Education — Many-Sided

Education, to be effective, must be a co-operative enterprise in which all the educative forces of the school, home, church, and community are correlated. It seems logical that the leadership should be vested in the professional people of the school. — Neil C. Astlin, Columbia, Mo.

A Blueprint for a School District

Investigate rates of reimbursement in your own community to determine if your school district is paying more or less than others. Is this too much or too little? On what grounds do you base your judgment? Obtain the co-operation of some interested fellow workers and, using the cost factors above listed, compile your own set of fixed cost factors. Find the annual cost of each fixed cost factor. Divide the sum of these by 12 to find the monthly allowance rate. This is what it costs the employee to own a car. If he drives a fourth or half or equally as much on personal business as on official business, he should bear the portion of fixed costs which his personal mileage bears in relation to the sum of his personal and business mileage. The school district will bear its share. In a similar manner, proceed to find the variable cost factors.

The list of variable or mileage cost factors may likewise include any of ours that apply plus others that are common to the area. This will require considerable investigation of the community but it can be done. Find the sum of these mile unit costs. This is the desirable local mileage rate of reimbursement and may continue in effect until local prices have changed considerably. Multiply this rate by the number of miles the employee drives his car on official business during the month. This is the mileage or out-of-pocket costs which the school should pay at once.

You now have two amounts which allow for fixed costs and for mileage costs. Private employees often hold the fixed cost allowance until the employee is ready to purchase a new car. School districts do not usually find this feasible and usually pay fixed costs at the time and in the same warrant which covers mileage allowance. An easier method will be suggested.

The sum of the annual fixed cost and the mileage costs may be found and a graduated mileage schedule prepared so that payments may be made upon a fixed schedule, thus effecting a saving in time and trouble in making computations each month. It will be equally easy if three categories of mileage range with their accompanying rates as illustrated above are used.

Conclusion

Only by compiling accurate data on all cost factors may one arrive at a logical and accurate rate of reimbursement. When this is done, undoubtedly fixed and variable cost factors will have been considered. Most likely one or the other of the sliding schedules will have been adopted. The reasoning behind the schedule will be understood both by employer and employee because each will have shared in the responsibility of collecting data and in making the necessary computations. The ideal rate neither gives the employee a bonus nor makes an indirect deduction from his salary check.



The class in silversmithing and jewelry making always attracts a large group of men and women.

How an Illinois School Promoted and Financed Its Adult Evening School Program

Einar J. Anderson¹

Des Plaines and Park Ridge, Chicago suburbs with a joint high school, have found a way of operating their Adult Evening School program on an entirely self-supporting basis. More than a thousand citizens attend the Monday and Thursday classes where instruction is given in forty different subjects.

At first it was difficult to uproot the citizens from their comfortable firesides, but by selecting subjects which had definite adult appeal and by staffing the project with teachers who appreciated and who were willing to make full use of the experiences of mature men and women, the school is now in its tenth year of successful operation.

Since none of the courses has carried credit, all publicity and promotional work had to be slanted to appeal to adult desire for self-improvement, to discover new hobbies and interests, or to develop technical and vocational skills.

Five-Week Trial First

Maine Township High School's Adult Evening School program started in 1938 with a five-week trial. From the 33 subjects

offered, 16 materialized. Unemployed persons and people on relief were encouraged to register without paying the stated \$2 fee.

At the beginning, approximately 30 per cent enrolled for commercial subjects, 17 per cent for industrial occupational classes,



Volunteers are always available in the dressmaking class.

¹Director, Adult Evening School, Des Plaines-Park Ridge, Ill.



"Rug Hooking" is always a popular activity.



Learning to operate a band saw in the woodworking shop.

and 10 per cent for homemaking subjects. The classes were 60 minutes in length, and students were permitted to register for one or two subjects per evening.

Before this program was affected by World War II, from 300 to 600 adults availed themselves of this training. The terms were increased to 10 weeks and the periods lengthened to two hours. The war caused most of the academic subjects to give way to courses providing practical training for war jobs.

The University of Illinois, Extension Division, was invited to make use of Maine Township High School shops and offered instruction in the following subjects: engineering mathematics, elements of tool design, industrial accounting, time and motion study, hydraulics, and in personnel work and industrial relations. This training was financed through federal funds. At the same time several thousand workers at the Douglas Aircraft plant, which is located in this school district, received the benefits of the in-service training which the Maine High School organized and supervised. The only academic subjects carried over from the regular prewar adult evening school curriculum were typing and stenography.

Present Program

In the fall of 1945, when interest in shop and technical subjects subsided, the present expanded program was set up. The basic program of 16 subjects was broadened to include 40 subjects, with several new ones to be added for the 1948 spring term. The enrollment has grown steadily from 300 in 1945 to its present total of 1020.

The following courses are now in full swing:

Homemaking — foods, interior decorating, millinery, sewing, and dressmaking

Hobbies — photography, gardening and

landscaping, rug hooking, silver jewelry, sketching

Business Education — advertising, book-keeping, law for the layman, salesmanship, stenography, typing

Personal Development — auto driving, ballroom dancing, contract bridge, golfing, physical conditioning for men, physical conditioning for women, swimming for women

General Culture — French, Spanish, psychology, public speaking

Industrial and Vocational Arts — elementary electricity, mechanical drawing and blueprint reading, printing and linotype operation, machine-shop practice, welding, and woodworking. Several of these subjects are offered both for beginning as well as advanced students.

To make the Adult Evening School program entirely self-supporting, all enrollees are required to pay a \$1 nonrefundable registration fee. Tuition for the 10-week period, for most subjects, is \$5. Exceptions to this rule are golfing, machine shop, printing, welding, and woodworking where small classes, individual instruction, and a large amount of expensive equipment are used. Here tuition is \$8.

The auto driving course, for which \$24 tuition is charged, includes \$6 for the maintenance of a car, and 8 hours of behind-the-wheel instruction. Instructors are paid \$2 per hour for this work. Classroom and shop instructors are paid \$3.50 per hour.

Promotional Work

Keeping the public informed on the progress of the school has been fully as important to the longevity of the project as a thoroughgoing publicity campaign prior to registration. The local papers have carried the school releases and have used the photographs with which they were supplied.

To assure complete coverage, 10,000 two-color folders have been mailed each semester to all telephone and utility patrons in the school district. The printing bill for these brochures has approached \$285, and the mailing has cost \$100. Many letters and telephone calls have been made to representatives of clubs, civic organizations, and industrial plants asking that they call attention to those subjects which to them seemed worth while.

No effort has been made to register citizens for any particular course. The school has only been anxious to offer those subjects for which there was a genuine need and for which the school was properly equipped and staffed. Maine's policy has been to discontinue courses for which the enrollment does not reach 12. An adult Education Council, made up of six interested citizens, serves as an advisory body and meets periodically.

Not long ago education was viewed as a period in which young people accumulated certain facts and skills for future living. Today people are becoming convinced that formal schooling is only a part of education, and that the pursuit of learning must be a lifelong process. This conviction is the basis for the Adult Evening School program at Maine Township High School.

► The Arizona State Department of Public Instruction has taken the first in a series of steps to obtain state aid in the planning of new school buildings. State Supt. L. D. Klemmedson has sent questionnaires to elementary and high school districts seeking information on school-bond elections, and the amount of bonds already voted, or to be voted in 1948. The questionnaire is a preliminary step toward a schoolhouse planning conference to be called by the state department in the near future. It is the purpose of the State Department to give direct help to school districts planning new construction by making the advice of experts available to them.

A Promotion and Grouping Policy for the Elementary School

Edmund J. Kubik* and J. E. Pease**

Educators have struggled by means of different types of grouping, methods of evaluating progress, promotion, departmentalization, and other administrative devices, to adjust the school to care for the individual child. However, methods in themselves will not remedy a poor situation. If a school is operated with subject matter as its base for organization, it cannot attain true pupil centeredness regardless of any administrative devices.

The objectives of the school, as interpreted by the philosophy of education and the psychology of learning underlying them, must be clearly defined before any meaningful approach can be made to the problem of grouping and promoting children. Ability or homogeneous classifications have been made for many years and its advantages and disadvantages have been bandied "back and forth" for some time. However, "we have never had homogeneous grouping hence we have never experienced its alleged benefits nor suffered from its pernicious effects. Children have always learned in heterogeneous groups."¹

Although we can never attain true homogeneity, we can reduce the amount of heterogeneity. This is really the purpose of "ability" grouping. It is recognized by most educators that each grade group is not homogeneous.

Promotional Plans

In order to provide better ability (homogeneous) grouping, different promotional methods have been tried. Some school systems permit promotion at any time. Some favor a quarterly promotion, some a semiannual promotion, and others an annual promotion. The most general, in use, is the annual promotion scheme. The larger school systems, however, have adopted and maintained the semiannual plan of promotion. Studies made of these promotional schemes indicate that they do not solve the classification problem. For example, "overage" is often much more pronounced in semiannual promotion schools — a fact which indicated that teachers have less hesitation in requiring pupils to repeat half grades than whole grades. Nor do semiannual promotions appear to increase appreciably the homogeneity of groups either in chronological

age or in achievement on standard tests."²

The principal adjustments, under the graded promotional plan, for placing "bright" and "dull" students according to their ability have been the use of the device of "acceleration" or "grade skipping" for the advanced pupils, and "retardation" or "nonpromotion" for the slower pupils. Acceleration may be by skipping a grade or by covering the work of two grades in one year. Witty and Wilkins in their study of acceleration concluded that grade skipping "is associated with desirable adjustment in all types of development for which data have been assembled."³ Terman also made studies of the effect of acceleration on students in the high school and college and found no serious defects. He also found no correlation between achievement scores of gifted pupils and years spent in school.

Appraisal of Acceleration

Students of child growth do not believe that these studies of the effect of "acceleration" are valid because they are based upon achievement results, and fail to consider the psychological effects of placing the child in his "peer group." Desirable developmental outcomes in a child's physical, social, and emotional aspects must be appraised before a true judgment of the desirability of acceleration can be ascertained.

Interestingly enough, the problem of retardation or nonpromotion wherever studied has tended to give opposite results. For example, Nicholas and McKinney have indicated definitely that retardation has not been particularly effective in adapting the work to pupils' needs or in stimulating individual effort. Similarly Cook points out that, "the average achievement for the school with the low retardation rate is significantly higher in most subjects than it is in the school that tends to retain the low ability pupils longer."⁴ The best adjustments for "bright" children and "dull" children can well be provided for in special classes. However, there are practical difficulties which further complicate the problem of grouping; some schools do not have more than one grade per teacher.

Though groups such as those in different grades vary, it is surprising to find that

the average differences between groups was less pronounced than the differences within a single group. Homogeneous grouping at best will reduce heterogeneity only about 20 per cent because of the fact that trait differences for each individual may vary as much as 80 per cent between individuals in the class. Not only are there differences between individuals and between different groups, but research studies show that the differences in traits for any one individual also varies widely. Hull found that the trait pattern or profile for any one individual approximated the "normal curve" in variability. It is obvious from this that when an effort is made to provide a homogeneous group as regards one factor it is still very heterogeneous as regards other factors.

Influence of Traits on Learning

Tiegs shows that in a study of 25 pupils who were identical in *IQ*, *MA*, or *CA*, average variations existed in other traits of three to five or more years. Individual trait variation affects learning markedly. For example, memory plays an important part in most types of learning yet, "When memory maturity of a group of pupils, all with *IQ*'s of 107, varies as much as eighty months, it is plain why individual achievement of pupils of the same *IQ* may vary from failure to superior."⁵ For this and similar reasons, some pupils with high *IQ*'s fail in certain activities and succeed in others, while some pupils with relatively low *IQ*'s succeed in certain activities in which those with higher *IQ*'s fail.

Chronological age has been, and still is, a strong determinant of group placement but it is under strong criticism by psychologists who are specializing in the study of child development. Their studies have revealed that the different stages of physiological maturation are only loosely correlated with chronological age. These child growth specialists stress the uniqueness of each individual in his maturation rate, and that the rate of maturation in any child is not equal for all traits. A child does not mature mentally, physically, emotionally, or socially at an equal rate. Therefore, even if a homogeneous group could be formed, it would not remain homogeneous because each child has his own rate of growth and learning. In fact, if instruction is organized to tax to the limit the capacity

*Member of the Teaching Staff, District 102, La Grange, Ill.

**Superintendent of Schools, District 102, La Grange, Ill.

¹Tiegs, Ernest W., *Tests and Measurements in the Improvements of Learning*, p. 279.

²Ross, C. C., *Measurements in Today's Schools*, p. 478.

³Witty, P. A., and Wilkins, L. A., "The Status of Acceleration or Grade Skipping as an Administrative Practice," pp. 321-346.

⁴Cook, Walter W., *Grouping and Promotion in the Elementary School*, p. 28.

⁵Tiegs, E. W., *op. cit.*, p. 278.

of each child in such a homogeneous group, there would be a marked difference at the end of the period of instruction. Only when the goals of instruction are very limited is it possible to approximate homogeneity by instruction.

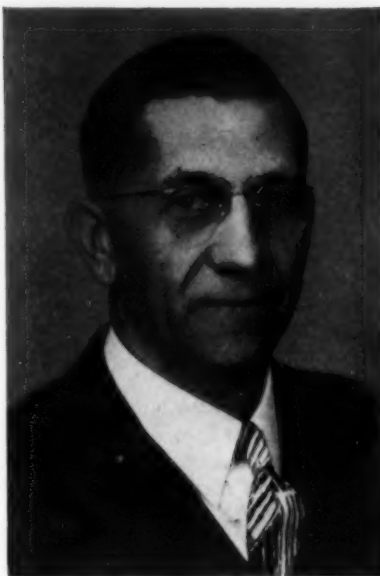
Another valid argument is that chronological age as a basis of grouping fails to take into consideration the fact that girls, up to the end of adolescence, are physiologically 10 per cent more mature than boys of the same age. This is often cited to account for the fact that the majority of problem children found in the elementary schools are boys.

'Organismic Age Useful

In the light of what psychologists have told us about the unique nature of each child's development, it can be seen that the school cannot enforce a rigid learning path. The progress of each child is to be determined in terms of his potential predicted progress as measured by his intelligence and stage of development, and his actual accomplishment is to be the degree to which he attains his potential goals. The manner of measuring potentialities is difficult and at best is only an approximation. By getting as many measures as possible, in order to include all phases of the child's development, a better index is obtained than if only the *IQ* is used. For this purpose, the "organismic" age concept is a useful one. The organismic age is an average of the child's intellectual, physical, emotional, and social maturities.

The work under Olson in the Child Development Laboratories of the University of Michigan shows that the "organismic age" is a much more stable measure for determining the growth pattern or profile for each child, while single attributes vary widely. Therefore, it would seem that this new method of child growth appraisal offers great possibilities for prediction. In applying this concept, Olson found good general behavioral adaptation with great regularity in children whose "organismic" growth curves were rapid and, conversely, that a slow growth of the organism as a whole was a characteristic of children having difficulties in reading or in general behavior.

Although all learning is an individual matter in the sense that each person learns from his own activity, it does not follow that all instruction must be on an individual basis. "Relatively small, face-to-face groups exercise a greater influence upon the individual than do larger groups in which there is less behavioral interchange between the members. Formal groups, spontaneous groups, assigned groups, self-selected groups, democratically controlled groups, uncontrolled groups and autocratically controlled groups have different effects upon the individual. Compactly organized groups with a clear purpose have more influence upon the individual than have



Ernest M. Hanson
Superintendent of Schools
Pueblo, Colorado

Mr. Hanson, who was formerly assistant superintendent of schools at Salt Lake City, has been promoted to the superintendency at Pueblo, Colo. He assumed his new duties on January 1, 1948.

A graduate of Hamline University, St. Paul, Minn., and the University of Minnesota, he holds the B.A. and the M.A. degrees given by the Minnesota University. He also completed postgraduate study at Stanford University and the Colorado College of Education.

After graduation, Mr. Hanson served as principal of the junior-senior high school at Kennett, Minn. Later he was critic teacher at the University High School. In 1926-27 he was superintendent at St. Paul Park, Minn., and from 1927-29 he was principal at Hutchinson. In 1930 he was elected superintendent at Hutchinson, serving until 1935 when he went to New Ulm. In 1938 he was elected assistant superintendent in Salt Lake City where he served up to the time of his recent appointment.

He has been a frequent contributor to educational literature, is the author of numerous texts, and assisted in the preparation of the Yearbook of the National Association of Supervisors and Directors of Instruction. He is a member of the state teacher committee of the N.E.A., and is a member of the Council of the American Council of Science Teachers and the National Committee on Science. He is state chairman of the American Education Fellowship.

loosely organized groups with vague purposes."¹⁰

Flexible Plan Based on Growth

So far as possible, children should be associated with those with whom they work, play, and live best. So far as practical conditions permit, pupils who are unhappy, or are failing to adjust in spite of the aid teachers give, should be moved to more congenial groups. However, many pupils cannot be moved to more congenial groups because in their environment no such groups exist. This is typical of the one-room school situation. It would seem that a "no failure" promotional policy, which keeps a group intact, would be the solution, but here again the wide variance in physical, mental, and social maturity is not taken into consideration.

"It is not surprising that the student of growth becomes impatient with an em-

phasis on minimum essential, grade standard, classification, promotion, and marking system. These practices, apparently, have quite negligible effects in terms of growth-pattern when subjected to comparative studies."¹¹ A good grouping and promotion policy, based upon the curriculum which meets children's needs and the "developmental concept" of child growth, cannot be rigidly defined because the whole essence of the school program is characterized by its flexibility and adaptability to the needs of the children, both individually and in groups.

Other Records Which Help

It is essential that the child be continuously evaluated in all phases of his development. This evaluation is one determinant of the curriculum, the grouping, and the promotion for each child. It is obvious that the child's achievement in subject matter on standardized tests is only one criteria of evaluation. A more comprehensive evaluation program would utilize observational and anecdotal records made by the teacher.

Questionnaires, interviews, and check lists involving the pupils, teachers, and parents have been found helpful. In this manner, the strengths and deficiencies in a child's growth can be ascertained, and his day-to-day experiences guided so as to make the greatest use of his potentialities.

Under such a program, it is not necessary that each child perform each operation, as has been the practice in conventional schools. The tasks of each child are to be self-imposed as being those which the group needs and the individual can perform in order to make his maximum contribution to the group activity. Entire school groups, classroom groups, small groups, and individual activity are to be used, as the scope of the problem is more or less of a common concern. The interdependency of individuals is to be recognized, and personal responsibility for the welfare of the group is the keynote. Mistakes are to be regarded as a normal phase of the growth process.

"The more mature and experienced the teacher, the less will he or she be dependent upon tangible, directly applicable, external tests, and will use them, not as final, but as guides to judgment of the direction in which development is taking place."¹² In the last analysis, it appears, therefore, that to adapt instruction to meet successfully the individual differences in pupils, teachers of unusual ability and training will be required. Given a corps of such teachers, any school will probably be a success, regardless of the "plan" it claims to follow.

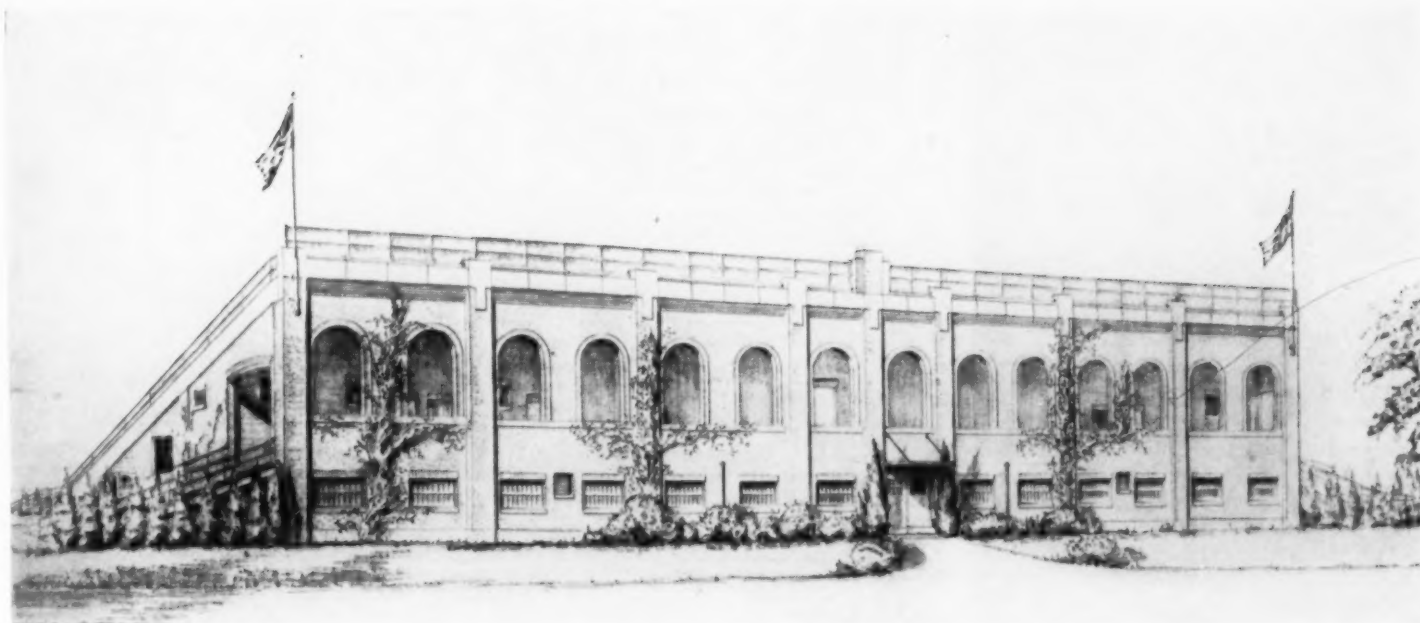
Home Room Center of Grouping

In actual practice under such a policy
(Concluded on page 94)

¹¹Ibid., p. 171.

¹²Dewey, John, "National Society for the Study of Education," 33rd Yearbook, p. 83.

¹⁰Otto, H. J., *Elementary School Organization and Administration*, p. 165.



Perspective, Riverside-Brookfield Township High School Stadium, Riverside, Illinois.
Herman H. Bruns, Architect, Chicago, Illinois.

A HIGH SCHOOL STADIUM

The Riverside-Brookfield District High School at Riverside, Ill., will shortly enjoy the use of a stadium and athletic field planned to accommodate 1500 spectators and to give the school teams and the individual athletes comfortable dressing rooms, showers, and other facilities.

The structure, designed by Herman H. Bruns, architect, of 173 West Madison St., Chicago, measures 134 feet in length, is 50 feet deep, and 30 feet high from the ground level to the top of the rear wall. The structure is concrete and steel, and is planned for absolute safety as well as economy.

The space under the spectators' seating includes on the first floor separate squad rooms for the home team and the visiting team,

two first-aid rooms, coaches' rooms, showers, toilets, a laundry, and storage space for the field equipment.

The north squad room is large enough to provide space for wrestling and boxing bouts and for individual physical exercise. The exits are so arranged that the teams may come on the field from opposite ends of the stand.

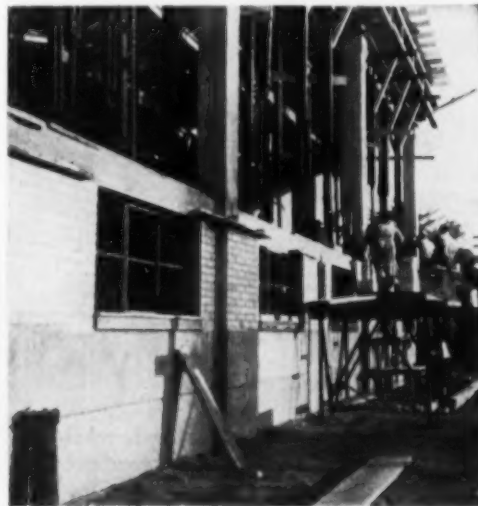
The promenade floor includes comfort rooms for the visitors as well as space for the sale of soft drinks and light lunches, and a first-aid room.

The immediate seating capacity of the spectators' stand is 1400. The seats are of wood planks, treated to resist the weather. The supports are reinforced concrete, and the entire concrete construction has been water-

proofed and designed to dry off in a minimum of time.

The construction is of reinforced concrete risers, treads, girders, and columns. The front and rear walls are of concrete, and the upper rear wall has been treated with concrete block and with face brick. The end walls are of concrete block and have been designed so that they may be removed when permanent extensions are made for a total of 3000 seating.

The first floor construction is of reinforced concrete, with membrane waterproofing, and a top finish monolithic floor. The promenade floor is of reinforced concrete with asphalt finish floor. This type of floor eliminates condensation on the ceilings over the shower rooms and toilets.

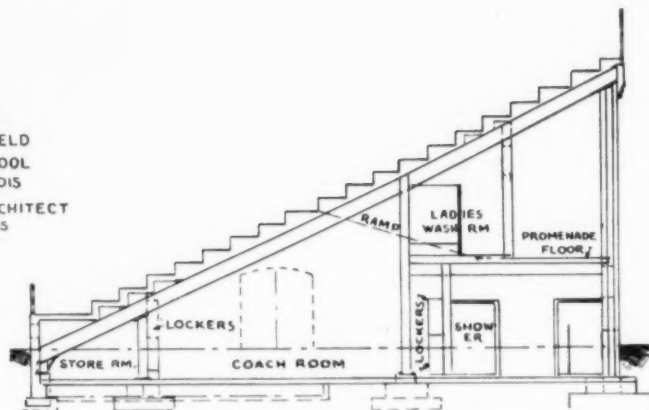


Views of the Riverside-Brookfield Stadium under construction.

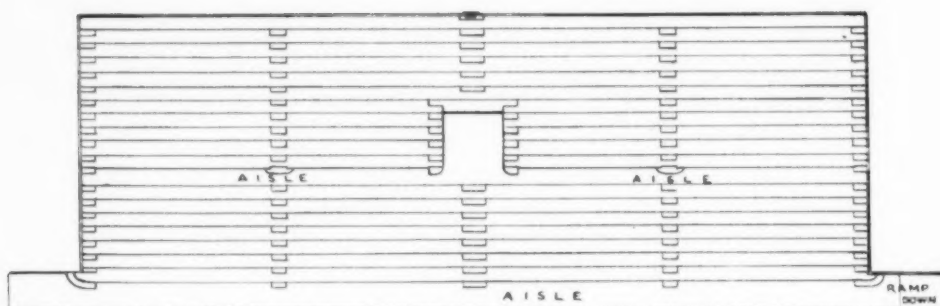


The Riverside-Brookfield Township High School Stadium under construction.

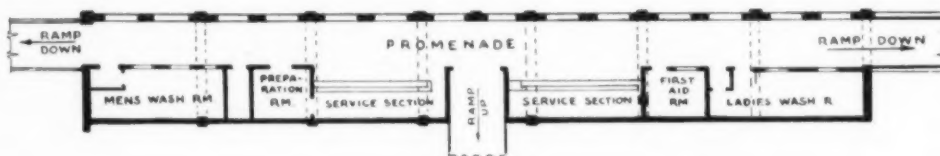
GRANDSTAND
RIVERSIDE BROOKFIELD
TOWNSHIP HIGH SCHOOL
RIVERSIDE, ILLINOIS
HERMAN H. BRUNS, ARCHITECT
CHICAGO, ILLINOIS



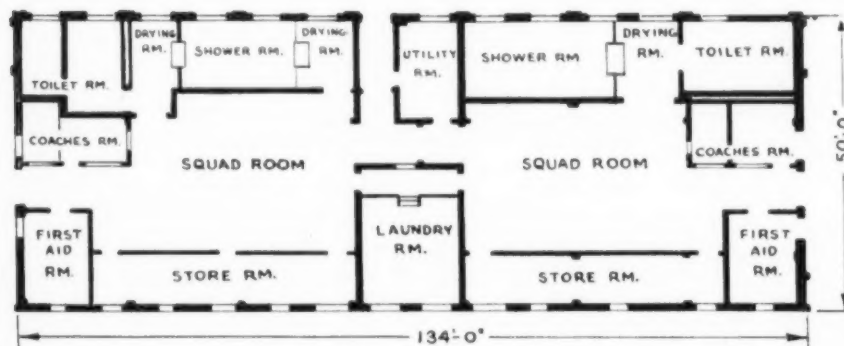
SECTION



SEATING PLAN



PROMENADE



FIRST FLOOR PLAN

All ramps, aisles, and steps are of reinforced concrete, with granite chips for top finish as an antislip surface.

The plumbing is of the heavy-duty type and the showers are provided with foot baths at the entrances. A master temperature control is provided for each hot water line to the showers. The heat is furnished to the showers and squad rooms by means of gas unit heaters, with separate unit controls.

The entire architectural and engineering service was provided by Mr. Bruns's office.

The cost of the complete structure is \$69,000.

SCHOOL BUILDING NEWS

► Hutchinson, Kans. The school board has adopted a resolution to issue \$750,000 in bonds early in 1948. The proceeds of the bonds will be used in financing an extensive building program.

► Sherman, Tex. The school board has called a meeting to consider plans for an expansion of the schoolhousing facilities. The program is intended to provide much needed facilities in certain districts where there is considerable overcrowding.

► Green Bay, Wis. The school board has begun plans for two new school buildings comprising eight rooms each, and estimated to cost approximately \$300,000.

School Plant Planning and School Safety

N. E. Viles¹

In America we accept the general principle of compulsory education. Nearly all physically able children are required to attend school through certain grades or to a fixed age. In most instances the child does not have an opportunity to choose, even if he had the ability to choose wisely, the building where he will attend school. A statement frequently used in America is that "one might be forced to go to jail or to school." Other places he may enter or feel free not to enter as he desires. If we are to insist upon compulsory education, we must accept the responsibility of providing safe quarters for the pupils who are in school. When we demand that a child attend school in a certain building or location and when we use public tax money to develop schools for the children of a community, we become participants in a program wherein pupils may be endangered if adequate safety facilities are not provided. It follows that we, as parents or as taxpaying participants, have an obligation to assure a maximum degree of safety in the schools.

Three of the basic criteria to be observed in planning school plants are safety to life, safety to health, and curricular adequacy. These are given in the order of importance. There are other criteria but these are the ones that apply to this discussion.

Dangers of Inadequate Structural Safety

In planning a school building, we should remember that no school building is completely fireproof; no crowd of children panicproof; and no evacuation plan foolproof. It is possible to adopt a type of school plant construction that will reduce pupil risks from fire and other hazards in the building. One-story buildings can be of almost any type of construction if adequate exits are provided. Two-story buildings with masonry walls and wood joist ceiling, roof, and classroom floor construction may be made comparatively safe if they provide for each child a fire-resistive walkway from his classroom door to the exterior. This necessitates fire-resistive stairs, floors, walls, and ceilings for each corridor. Buildings of more than two stories should be fire resistive throughout. Basement areas are suitable only for storage, when properly protected, and for heating units when such are to be located in the basement.

Structural safety can be increased by proper attention to the engineering service. The presence of cracks, leaning walls, and other defects found in many buildings evidence this lack of engineering service. In most instances, adequate tests of ground weight capacity are not

available when the building is erected. The responsibility for determining constructional adequacy is generally not fixed. The states do not accept the responsibility to provide adequate inspection service. Local boards of education usually do not appreciate the necessity for providing such service, but depend on the architect who may or may not have an adequate engineering staff. Oftentimes the architect is faced with the necessity of reducing costs, and since there is no definite check on structural adequacy he may decide to make cuts in places where inadequacies are not apparent. We could point to numerous illustrations showing building deterioration resulting from improper construction standards. In one instance a few years ago, it was necessary to condemn a fire-resistive high school building that was about 12 years old. This building was properly planned, but the local school board relieved the architect of the responsibility of supervising the construction and employed a local man. During the drought years, the soil lost its tenacity as the water table became lower and the building folded like a tent. Pupils in it were no longer safe and the building was so far gone that it could not be made safe.

Another illustration of lack of structural adequacy is that of ceiling plaster deterioration. Several instances are on record where schoolroom ceiling plaster has fallen. In some cases this plaster was $\frac{3}{4}$ to 1 inch thick and over a classroom area of 800 to 900 square feet, had an immense weight. Injuries to school children from defects such as these are possible at any time. Of course the school board might blame the architect and the public might blame the school board, but the attempt to place responsibility after the injury has occurred does not help the injured child. The states and the local school boards, as well as the architects and engineers, and the school officials must share this responsibility. However, sharing a responsibility may mean a lack of fixed responsibility. Consequently, the states should provide checking, inspection, and approval service that assures a maximum of safety in construction.

Importance of Fire Resistive Construction

Many pupil injuries in school buildings are the result of carelessness or lack of pupil control. This does not lessen our obligation to provide for the pupils all possible safeguards in the school building. We cannot expect to retain regimentation that might guarantee no pupil injuries. If schools do not wish to accept any of the responsibility, they might disband and permit the pupils to stay at home. Pupil safety from fire should center around construction that eliminates fire hazards, constant care

to protect against spontaneous ignition, adequate extinguishment procedures, and a definite, often-practiced program of pupil evacuation. In this particular discussion, we will want to limit ourselves to construction practices related to pupil protection.

As stated previously, corridors in multiple story buildings should be fire-resistive. Corridor widths should be ample for regular or emergency traffic flow. A corridor serving four rooms should have a minimum width of $8\frac{1}{2}$ feet; secondary corridors serving only two rooms should have a minimum width of 7 feet. These widths are clear of all obstructions of fixed or movable objects. Projections into these corridors should be limited to 8 inches. The width is computed as that between locker door swing when opened. Drinking fountains, wash basins, and fire extinguishers should be recessed into the wall. Each corridor should terminate at a standard egress and not more than one room length should be extended beyond an egress. Corridor floors should not be slippery; corners should be rounded. A common fault in many corridors is the blocking of half the corridor width by locating the stairs near the end of the corridor. This will be discussed under stairways.

Location and Planning of Stairs

As indicated previously, stairs should be of fire-resistive construction and should have solid treads and risers. There should be at least two stairways in every building, remote from each other. Two stairways coming to a common landing should be considered as one stairway. The bottom of each stairway should terminate at or near an egress. Stair risers should be not more than $6\frac{1}{2}$ inches. The treads should be not less than $10\frac{1}{2}$ inches. In other words, the riser plus tread should equal approximately $17\frac{1}{2}$ inches. Children will run in school buildings and when a child runs to the head of the stairs, he should have a vision of his walkway down the stairs. With a classroom height of about 13 feet, the number of risers between floors is usually about 24. In some instances, architects have attempted to increase the riser height by $\frac{1}{8}$ inch, feeling that that small amount would make little difference. There must be some stopping place and this has been designated as $6\frac{1}{2}$ inches for riser height. If we are to permit riser heights to increase in $\frac{1}{8}$ inches, we soon might get a stair that is more like a ladder. This might provide good physical exercise but not the safety factors required.

Each stairway should terminate near an egress at ground floor level. The main stair should not continue to the basement. Two-lane stairs are recommended. This requires a width of 44 to 60 inches between handrails. If the width is appreciably more than 60

¹Specialist for School Plant Management, U. S. Office of Education, Washington, D. C.

This paper is an abstract of an address before the National Safety Council.

inches, a center handrail should be provided. The handrails on either side should be 26 to 30 inches high. Winding stairs are not acceptable for pupil traffic, and each stair tread should have the same width throughout its length. This width should be considered clear width, not including nosings or overhang. Nosings should be flush. Treads and nosings should be of nonslippery type.

Stairs from story to story should be in two runs with a landing, preferably a turn landing, with a clear width equivalent to the length of the treads. There should be not more than 16 risers in each run. Storage space under or adjacent to stairs should be prohibited. Ramps are not recommended for most buildings except where needed to compensate for slight variations in elevation. It may be desirable to use ramps when the change in floor levels is not over 18 inches, and then the slope of the ramps should be not more than 1-10, and the surface should be nonslippery. Outside exposed stairs and landing steps should be reduced to a minimum.

Mention was made previously of the practice of locating stairs in corridors. This is not usually desirable even when the stairs are cut off by fire doors. This location reduces corridor illumination, hampers expansion, and in many cases cuts down the available corridor width. Stairs should be located in stair wells, preferably from the corridor to the outer wall and back. Stairs and stair wells should be fire resistive. Entrances to the stair well should be through fire-resistive doors, preferably automatic closing or held open only by acceptable fusible links. The upper part of this door should be equipped with wired glass. There should be a hood over the door extending from the corridor ceiling down to door height to help arrest or retain smoke and fumes that might gather in the upper part of the corridor.

Doors and Exits

As with other construction factors, the installation of adequate exits does not insure maintenance that will provide the safety desired at all times. One story buildings of one or more rooms should have at least two exits remote from each other. Buildings of more than one story should have one unit of door width for each unit of required stair width from above, plus one unit of door width for each unit of required stair from the basement, plus one additional unit of door width for each 4000 square feet (or fraction thereof) of gross floor area on the first floor, plus one additional unit of floor width for each 600 square feet (or fraction thereof) of auditorium or other assembly room floor area on the first floor. (These requirements comply with the National Exits Code.)

It is preferable to use single leaf doors. Revolving doors are not desirable and if installed should be flanked by adequate leaf doors, all opening outward. If double leaf doors are installed, they should be separated by a center mullion. The leaf doors should be equipped with antipanic hardware that opens the exit door at any time the pupils push on it. These doors should be fitted with hardware

latching into the mullions, and should be equipped with door checks that are not too stiff to operate easily, but which will prevent slamming. Doors should be computed as 22 inches for one unit of door width. However, one 40-inch door will provide two units of door width. Thirty-six inches should be a minimum exit door width for pupils. However, 30 inches may be used for service quarters. The exit doors should be located so that there is one stair or exit door within a hundred feet of each classroom door. Classroom doors should be equipped with hardware that prevents their being locked against egress. This precludes the use of thumb controlled spring locks, and makes it necessary to have hardware that is operated by the knob or latch used normally for opening the door. Classroom doors should open with the flow of traffic so that when leaving the room a pupil is facing the nearest exit or stairs. As indicated previously, lack of proper care or control of exits is responsible for many pupil hazards. Installing the correct type of exit units with suitable exit hardware will contribute very much to the safety of their operation.

Sites and Playgrounds

In selecting school sites, attention should be given to the responsibility of obtaining ample water and fire extinguishing facilities. This involves the location of hydrants and accessible roads for fire-fighting equipment. It is also important to select sites that are away from heavy traffic lanes and if possible so located that pupils will have a minimum amount of street crossing through heavy traffic lanes. The grounds should not be so steep that pupil footing is insecure. Loose and protruding stones should be removed. Accessible driveways should permit the driver to enter so that he makes less than a 90° turn, and the driveway leaving the site should permit driver to leave in the same manner, so that he can merge with the traffic on the street in an almost parallel line. Likewise, service trucks to the cafeteria and coalbins should be able to reach the building without crossing pupil traffic lanes or without being in the line of traffic between the building and the playground. U-shaped drives in front of the building are not desirable.

The playground area should be so developed that small pupils may be segregated if desired. Horizontal ladders, jumping pits, and pole vaulting areas should have soft landing areas. The playground equipment should be located for easy supervision. Equipment such as giant strides, ocean waves, and the merry-go-round is of doubtful value. Playground equipment and playground areas should be so planned that there is not too much cross traffic. Having a baseball game, a shinny game, another of tag and still others for large and small pupils crisscrossing each other and occupying the same area during a play period may be economical of space, but is not economical of the lives and bodies of the children. It should be possible for pupils to come to the playgrounds without having to rush through the building.

Ample parking areas should be provided in areas where the cars coming to and from the parking areas will not compete with pupil pedestrians for the right of way. It is particularly desirable to provide a platform loading area where parents can drive in for children with a minimum of effort and hazard.

Special Safety Provisions

Auditorium, gymnasium, and other assembling units should be located at or near ground level. Stairs should be reduced to a minimum and adequate exit facilities should be provided. These should be so equipped that they permit mass evacuation. Auditorium exits should comply with the National Exits Code. Aisles should be lighted. Ample aisle space should be provided. Stage fireproofing is desirable.

In the gymnasium, folding bleacher seats should be equipped with stair aisles.

A curb should be placed around the swimming pool to prevent slipping. Small tiles with visible joints seem to give the best footing around swimming pools. Showers and lavatories should be equipped to insure against scalding water temperatures.

Pupil comfort should be closely associated with pupil safety. Eye and ear fatigue can be closely associated with a lack of alertness against bodily injuries. Ample illumination in all parts of the building is essential, and the lights should be so installed and protected that the pupil is not subjected to great variations of intensity of either natural or artificial lighting. Likewise, the finish of the room should be such that the pupil is not faced with excessive brightness contrasts in any part of the work areas. In a similar manner, he should be protected against interfering noises. This makes it necessary to protect against outside noises and may make it necessary to segregate several of the noisier activities of the school. It is generally necessary to provide sound-absorbing materials to give the proper acoustical effect.

Both the safety and the utility of the building can be improved by proper attention to building arrangement. In a building housing primary, as well as other pupils, the lower or primary classes may be segregated by location within the building. They may be located so that they have first out privileges.

Pupil building traffic can be reduced by locating such rooms of similar nature as the science lecture room and the science laboratory near each other. Toilet rooms can be located near the traffic lanes and accessible to playground areas. Pupil traffic flowage may be accelerated without increasing the hazards by laying a strip of a different color down each side of the corridor floor. This is easily accomplished with asphalt tile or linoleum surfaces. Ample ventilation will also improve the physical comfort of the children and thus increase their alertness.

Fire Protection

Some states prohibit locating the furnace room within the building. This is allowable providing the furnace room is amply protected

(Concluded on page 94)

Federal Aid to Schoolhouse Planning

Harry Hewes

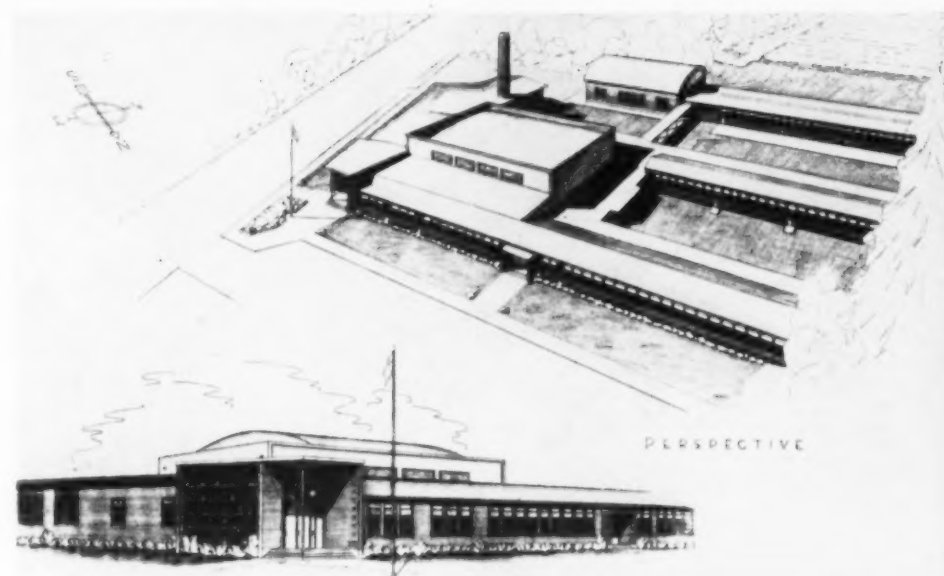
Local school boards are struggling with a record impact of problems — budgets reaching an all-time high, delayed building programs, shifts of population to the fringes of cities resulting in empty desks in mid-town schools and double-class sessions in the new peripheral communities, an exodus of teachers lured away by the better pay in outside jobs, and top enrollments at all levels.

Generally the schoolboards throughout the country have been doing as well as they could with school buildings, many old and outmoded, others obsolescent, called upon for services they were never designed to meet. There are mounting demands for preschool training at the bottom and extension above the twelfth grade at the top, and growing adult education and vocational training programs.

It has been estimated it would cost \$5,000,000,000 to bring the tax-supported schools of the country to par and the school districts do not have that kind of money.

Last fall the elementary schools began to feel the effects of the greater number of children born during the war years with an estimated 2,450,000 six-year-olds as compared with last year's 2,247,000 entering the first grade. Census figures show about 50 per cent more children were born in the United States in 1946 than were born in 1940, and on the basis of the birth statistics there will be 27,115,000 children under 10 years of age by 1950, an increase of 5,025,000 over ten years ago. Communities must plan to build now for increased enrollment.

Dr. John W. Studebaker, U. S. Commissioner of Education, said recently that the schools would need 1,000,000 new teachers and 350,000 new classrooms during the next ten years. He foresaw an expected increase of almost 1,000,000 students in high schools of the country by 1953. Unless these needs



Perspectives, McBride Grade School, St. Helens, Oregon. Estimated cost of building \$262,000. A Federal advance of \$10,650 was approved. Freeman & Hayslip, Associated Architects, Portland, Oregon.

are met, authorities seem to agree, conditions more aggravated than in those crowded and unlamented years of the late 1920's may come again.

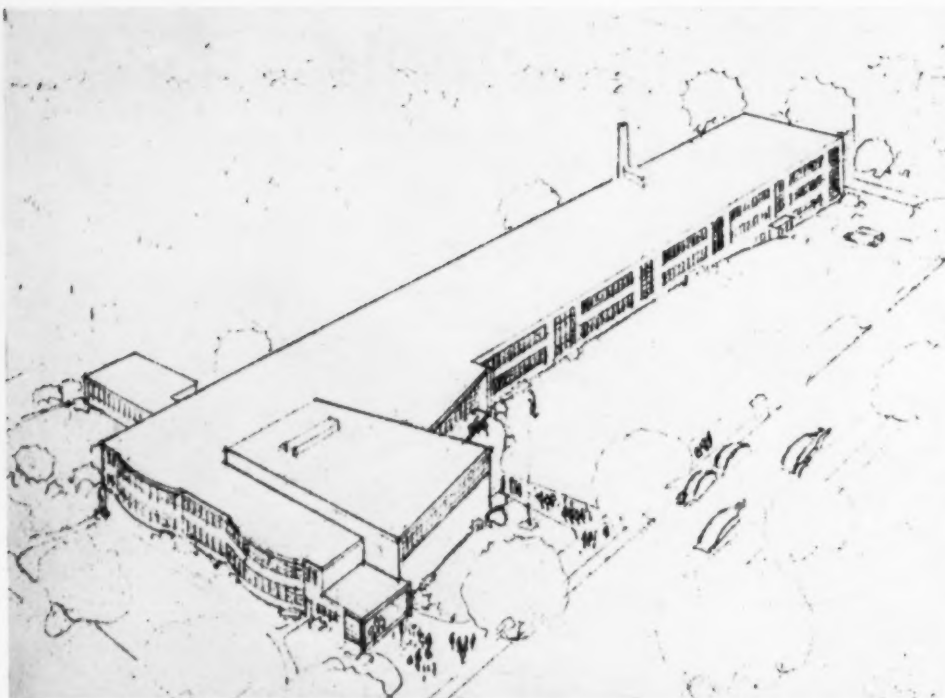
But the picture facing the public educational authorities is not entirely black. With all the structural deficiencies and all the inadequate facilities in this hour of our jammed-up school history, America still has the best and the biggest educational plant in the world. And it is crowded to the lintels.

Moreover on the drawing boards of architects or in the offices of school districts plans and specifications for new school buildings for almost 2000 communities are being brought

to contract-bidding point under the Advance Planning Program of the Federal Works Agency. When this program expired on June 30 with its parent legislation, the War Mobilization and Reconversion Act of 1944, planning advances in the aggregate amount of \$18,973,200 had been approved for 2206 "schools and educational facilities" to cost an estimated \$592,132,200. These planning advances are to be returned into the U. S. Treasury without interest when construction is started. Left on the vine under review in FWA there were 901 other school projects which would have cost an estimated \$298,918,899.



Proposed Comprehensive High School, Passaic, New Jersey. Kelly & Gruzen, Architects and Engineers.



Architect's drawing of an elementary school to be built in Lewiston, Maine (see plan below). The building will have 26 classrooms, four kindergartens, an auditorium seating 350, a cafeteria, and a library. Alonzo J. Harriman, Inc., Auburn, Maine, is the architect.

Many school authorities have completed plans for new buildings without FWA assistance, and an incomplete compilation places 1278 projects to cost \$276,217,000 in this list, while plans in the design stage numbered 2486 to cost \$891,253,000. Assuming that the projects which were left under FWA review will go forward there would appear to be in the works plans for new educational facilities to

cost \$2,058,521,099. This is less than half of the estimated deficiency need but it would still stand as a record building program in itself.

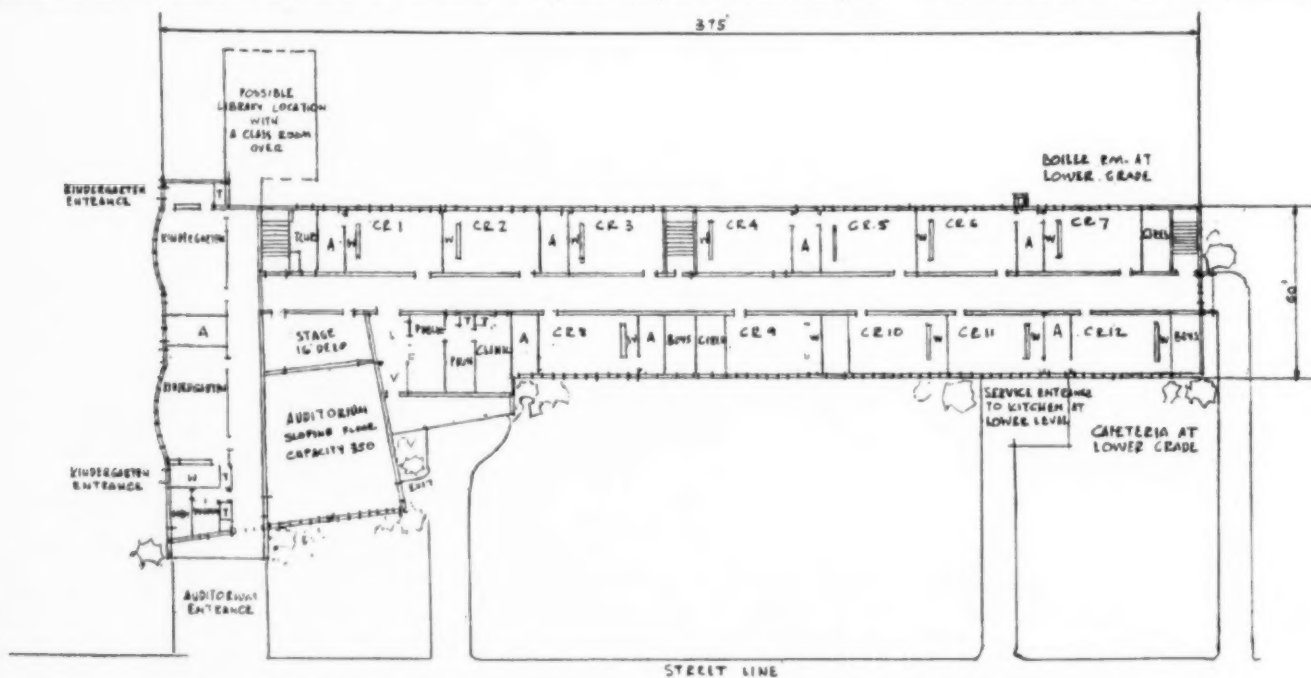
Legislation was introduced in the last Congress which would provide for a continuation of the advance planning program under FWA with appropriations of \$50,000,000 a year for each of five years. Major General Philip B.

Fleming, Federal Works Administrator, emphasized at the Senate hearings that the cost of the program was limited to the relatively small sum required for administration. Planning advances would be available not only for educational facilities but for the preparation of specifications for all needed local public works, other than housing.

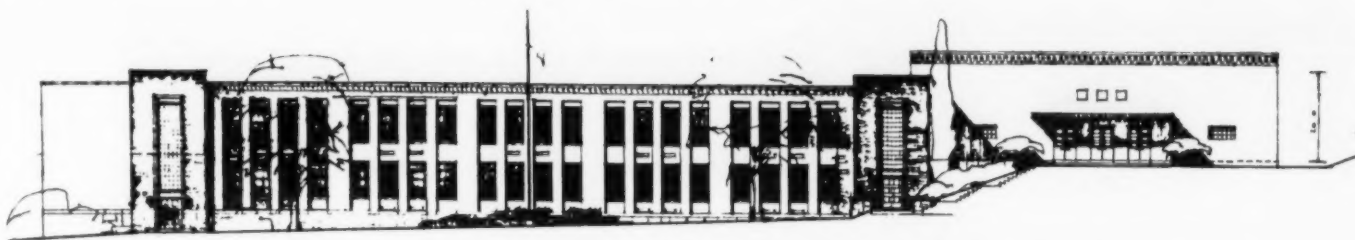
"Loans, or advances without interest, have been made to the participating communities, not grants," General Fleming said, "and in each instance it was ascertained that the applicants were fully capable of financing the intended construction without federal aid. Many months ago I became very much concerned over the fact that states, counties, cities, and school districts of the country were doing very little to prepare detailed plans for urgently needed public works that could be put under construction to ease any possible postwar employment crisis.

"As public officials are well aware construction cannot begin until a lot of time-consuming preliminaries including site acquisition, engineering surveys, preparation of working drawings, writing of specifications, and preparation of contract documents are disposed of. Since it frequently takes longer to plan a school building than it does to build it it seems to me imperative that planning everywhere should be intensified. From figures computed when advances in the planning program were repaid it was ascertained that the elapsed time between initiation of the project and contract bidding point averaged 18.3 months."

While the present pressure on the school authorities may be as immediate as the next automobile in a rush-hour traffic-packed city street, any over-all perspective of the picture of federal assistance to local school authorities



First floor plan of a two-story elementary school building to be erected in Lewiston, Maine, at an estimated cost of \$421,000. A Federal advance of \$10,500 was approved for plan preparation. Alonzo J. Harriman, Inc., of Auburn, Maine, is the architect.



Proposed junior high school, Baldwin Township, Allegheny County, Pennsylvania. The building will cost an estimated \$674,660 and an advance of \$23,440 has been made for plan preparation. Altenhof and Bown, of Pittsburgh, are the architects.

must go back to the period of World War I. It might be enlightening to look at that period for a minute.

Between the years of 1914 and 1922 many thousands of pupils were housed in old and unsanitary buildings, some of them dangerously susceptible to fire and health hazards; in contrived classrooms in church basements, vacant stores, fraternal lodge rooms, and in temporary and demountable structures on school property. Classes were on part-time and double sessions. Very little construction went forward. Forty out of every 100 schools had been built before the turn of the century; many of them were without provisions for vocational or recreational needs.

After 1922 things improved — for a time — with the boom years and between 1922 and 1928 when school authorities made efforts to catch up on the belated building programs capital outlay per pupil rose to \$15.27. With the onset of the economic depression in 1929, however, these schedules of construction and recovery dropped to a lower level than during the war. In 1934 capital outlay per pupil had fallen to \$2.24. It was a time when capital expenditures dwindled to an echo. Hardly a hammer was heard in the land.

When the Federal Emergency Administration of Public Works (PWA) was set up in 1933 the total volume of all construction in the United States had slipped from \$12,000,000,000 in 1929 to \$4,000,000,000 in 1932. And while every possible effort was pushed to speed the PWA program the plans were lacking, finances were dislocated in many a community confronted with a new hard knot of unemployment, materials were lacking. Normally, it was learned, it takes two years to plan, finance, and erect a school building.

But once things got moving some authentically fine school structures were built under PWA's emergency program. Altogether in the past 14 years more than 15,000 public school buildings have been built with federal assistance, in the national emergency relief programs and in the defense and war public works programs, the latter under the Lanham Act, which followed. In construction and

liminary studies, however, discloses a wide departure from the old "box" type of long-accepted school architecture. Many advances are noted in the programs for service and the buildings are planned for a realistic integration into the significant uses of the community. The school built solely for a six-hour day, five-day week, nine months' year is a thing of the past.



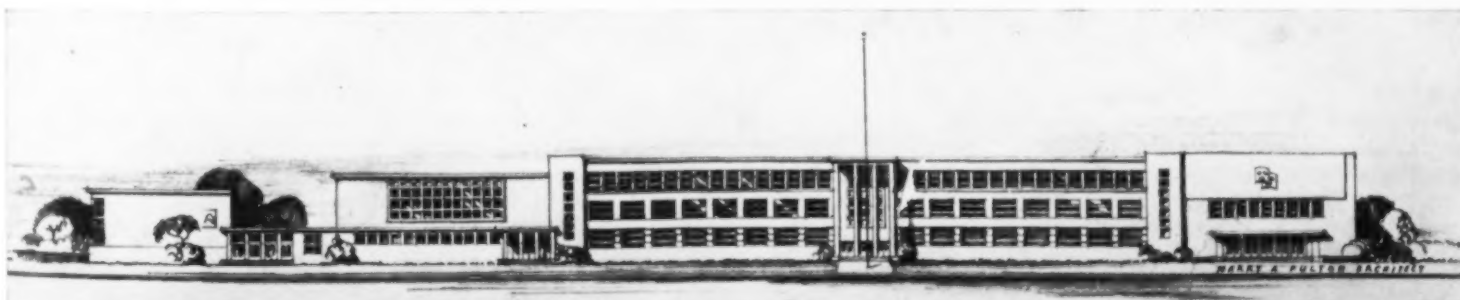
Grammar School for Negroes, Board of Education and Orphanage for Bibb County, Macon, Georgia. W. Elliott Dunwoody, Jr., Architect.

equipment the federally aided secondary school projects have entailed expenditures aggregating more than \$1,500,000,000 since 1933.

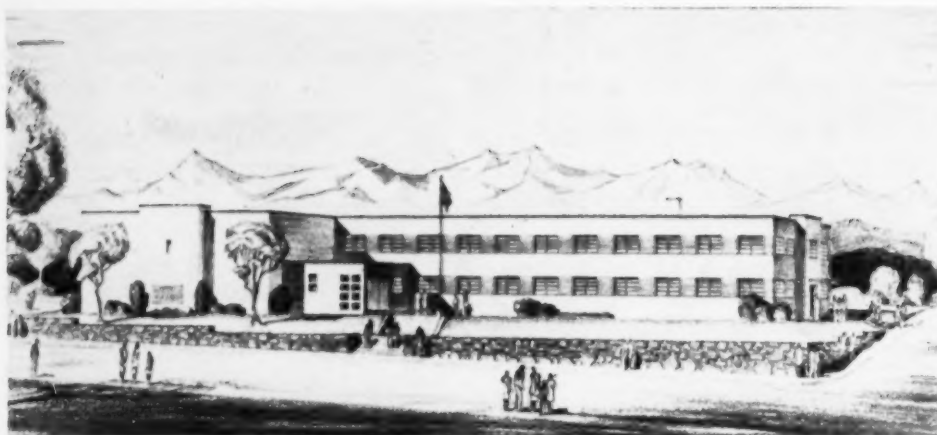
Live projects under FWA's Advance Planning Program anticipate expenditures of \$592,132,200, as noted above, and plans for the new school buildings begin to take on again certain of the more spacious architectural and functional amenities that were missing during the rush of war emergency construction under the Lanham Act. A study of the architects' pre-

As all of the applications for advances for public works planning passed through the hands of Commissioner George H. Field, of FWA's Bureau of Community Facilities, he is in a position to note new trends.

"The preliminary plans for postwar construction of school buildings almost invariably include gymnasiums, cafeterias, and auditoriums," Mr. Field said, "and the auditoriums are to be built for the use of whole communities rather than to serve merely for stu-



This new Senior High School at Euclid, Ohio, will cost \$1,850,000 and \$50,000 was made available for preparation of plans and specifications. Harry A. Fulton is the architect; Ray B. Dela Motte and Ben Krinsky, associates.



New High School for Petersburg, Alaska. Foss & Malcolm, architects.



Architect's drawing for the Summer Street Elementary School in Reading, Massachusetts, to cost an estimated \$384,000. An FWA advance for planning was made to the Town School Committee. George H. Sidebottom is the architect.

dent 'chapels' or assemblies. They are planned for public concerts, even theater productions, and there is nothing stuffy in the new approach to these extracurricular activities on the part of the school boards.

"Also there are reflected in plans a notable increased age span in the services of public education; more kindergartens and play facil-

ities for the preschool child and the addition of two more grades to top the twelfth in high school extension are called for. Vocational work is almost inherent now in school programs and adult education is accepted in the regular pattern of the school's responsibility. Out of the depression and the war years valuable lessons have been learned by the edu-

SCHOOLS FOR WHICH FEDERAL FUNDS HAVE BEEN ADVANCED TO JUNE 30, 1947

State	Schools	Federal advance
Alabama	\$ 3,152,656	\$ 99,869
Alaska	3,670,000	109,150
Arizona	2,226,600	78,108
Arkansas	466,200	14,649
California	47,906,361	2,122,238
Colorado	5,566,101	190,250
Connecticut	4,559,593	169,994
Florida	4,641,079	129,583
Georgia	16,006,180	561,007
Hawaii	1,856,300	81,000
Idaho	2,213,220	72,250
Illinois	19,129,346	549,120
Indiana	5,696,548	177,481
Iowa	6,665,129	223,302
Kansas	13,239,543	431,638
Kentucky	7,498,556	255,769
Louisiana	1,772,889	64,766
Maine	2,394,700	88,860
Maryland	7,378,710	260,730
Massachusetts	17,524,915	597,950
Michigan	20,968,734	566,366
Minnesota	4,603,459	160,096
Mississippi	2,822,086	89,137
Missouri	13,785,859	286,134
Montana	4,472,429	136,343
Nebraska	2,959,233	82,564
Nevada	905,530	43,460
New Hampshire	4,560,643	165,366
New Jersey	34,147,364	1,018,458
New Mexico	1,580,598	44,998
New York	23,706,885	966,678
North Carolina	13,121,486	396,244
North Dakota	1,816,765	78,535
Ohio	25,500,684	790,577
Oklahoma	1,527,914	55,282
Oregon	4,613,508	172,098
Pennsylvania	30,858,972	998,176
Rhode Island	1,025,556	36,765
South Carolina	5,632,512	194,483
South Dakota	229,500	2,580
Tennessee	4,995,444	199,624
Texas	18,048,261	548,017
Utah	2,539,780	71,406
Vermont	6,249,573	194,901
Virginia	8,187,985	287,552
Washington	11,519,643	429,277
West Virginia	7,213,435	212,186
Wisconsin	18,530,355	696,018
Wyoming	913,100	33,150
Total	\$450,601,919	\$15,234,185

cators who administer and staff the schools and the architects and the engineers who design the buildings."

A Modern Auditorium Replaces the Old and Inadequate *Angus B. Rothwell*¹

For the most part, Central High School at Superior, Wis., is a modern, attractive and serviceable building. For the past 15 years — until December 1, 1947 — the lack of an adequate auditorium has been a keen disappointment to pupils, teachers, and parents.

The remodeled auditorium is proof that with careful planning an older building of good design can house a beautiful, yet not ornate, place for assembly. In 1910 when Central was first constructed, the auditorium was consid-

ered a beautiful room, but the years soon told the story of inadequate planning. The stage was only 9 feet deep and to make sure that no sudden move to deepen that stage would develop a large smokestack had been placed immediately behind the stage — squarely in the middle. The balcony was planned — or not planned — in such a manner that those sitting in the straight rows in the side arms of the balcony faced the opposite side of the auditorium rather than the stage. Ornate plaster design was used on walls, proscenium, and ceiling so that repairs were difficult or im-

possible. No attention had been given to sight lines so that persons in the rear of the room found that to see the stage it was necessary to sit on the raised edge of the seats. Ventilation was so poor that when the auditorium was filled on a warm evening a few were sure to faint. The lights, of course, were dated to that period, but just to make sure that the occupants would not suffer in case of a power shortage, gas outlets for lighting were also provided in the form of fancy little fixtures. The skylight above and side windows made it necessary to have a black curtain on a roller

¹Superintendent of Schools, Superior, Wis.



The remodeled Superior Central High School auditorium looking toward the stage.

ready above and dark loose-fitting window shades which would permit windows to swing open, so that movies could be shown. Of course, no one in the rear could hear what was said on the platform.

All of these difficulties have become a thing of the past as the result of two projects sponsored by the board of education. The first was undertaken by the board with the assistance of the WPA. The old smokestack was moved back and necessary furnace alterations made. The stage was deepened by adding 32 feet to the depth of the old speaking platform. This was as far as the board could go at the time for funds were short and then the war came.

Last spring, however, with the co-operation of the city council, funds were made available and the job was completed at a cost of \$58,000. The old, small side rooms and speaking platform were removed to deepen the auditorium and provide more seats. The floor was lowered slightly in front and made to have an appropriate rise toward the rear. Sight lines had been carefully studied. A concrete floor replaced the old, squeaky, wooden one which had formerly announced all late arrivals. The side balconies were removed and the rear balcony was extended forward. Now the room accommodates 917 modern, comfortable seats in place of about 600 from which people could formerly see and hear. Modern lines have been followed when new metal lathing has formed the outlines for the new walls and

ceiling. Skylights and windows have been blocked out. A new and silent ventilating unit has replaced the old. About half the radiators have been removed in remodeling the heating system and those radiators that have remained have been recessed and covered with a fitting panel. A new soundproof and fireproof movie booth has been erected in the center at the back of the rear balcony. Telephone connections, loud-speaker connections, and movie sound wires have been run to the stage. The lights have been completely overhauled. Fluorescent lighting in the center ceiling gives a brilliant daylight effect when turned on. Well-arranged spotlights near the front light the occupants of the stage. Footlights that fold

neatly into the floor have been installed. Dimmers now control the new border and floodlights.

Acoustic plaster has made the auditorium a perfect place in which to hear even a soft-spoken person. A cement wainscoting protects the walls and adds to the appearance of the auditorium. The old doors are covered with plywood and refinished to give them a smooth and attractive finish. Between the corridor and the auditorium, space previously wasted because it was in an area between ventilating shafts has become a modern ticket booth. Old center aisles and doors were removed since side aisles have been found adequate and seating capacity was thus increased. Aisles are colored red. In every respect the new auditorium has become a functional and beautiful laboratory for the school. Moreover, the auditorium becomes a valuable addition to the city as a whole for civic purposes. It is centrally located and large enough to accommodate most conventions and other civic gatherings.

Architects were Hansen and Dobberman, Inc., of Superior, Wis. A feature of school planning which is now becoming widely accepted was practiced by this firm. Suggestions from faculty members who will use the auditorium were not just tolerated, they were actually encouraged and incorporated. No doubt that is one reason that the teachers and pupils alike feel that the new auditorium is a real answer to a long-felt need.



Every seat in the remodeled auditorium has easy sight lines.

New York City Board Completes 1947 Building Program

Mark Price¹

The New York City board of education, early in December, held a program in the city hall to mark the completion of its school building program for 1947. More than two hundred guests, including city and school officials, were present to witness the ceremony.

The program, which called for 18 elementary and junior high schools and additions, received its initial start January 20, 1947, when ground was broken for two units in the Bronx. The program advanced gradually until December 10, when the seventeenth and eighteenth projects were launched in Queens Borough.

In 18 localities in the five boroughs, the school construction is in various phases of advancement. The first group will be ready for occupancy in the spring of 1948, and the remainder by the summer of 1949. More than 18,000 children in grades of kindergarten through 9B will be accommodated in these buildings.

The completion of work on 18 new schools in 1947 represents an eight-year record for the city, and probably a national record as well. In his address, Dr. William Jansen, superintendent of the city schools, remarked that all of the accomplishments in new school construction in 1947 are due to the fine teamwork of everyone concerned. Mayor O'Dwyer was the spark behind the board in its efforts, for he repeatedly stressed the importance of proceeding with new school construction.

The New York building program had its inception in the discussions preceding the adoption of the 1947 capital budget. School and city officials recognized that prices would be out of line with the budget estimates, but they were determined that the building pro-

¹Confidential Secretary, New York City Board of Education.

closely with the Division of Housing and in co-operation with the offices of the budget director and the comptroller, in checking the plans prepared by architects, and in determining where economies might be made. Representatives of leading contractors were called in for discussions on cost estimates and bids were not allowed to lapse, so that contracts were awarded the same day that the board approved plans and made appropriations.



Public School 157, Queens, is expected to be completed in September next. Eric Kebbon, Architect.

gram should go forward. About 27 million dollars was allocated for the construction of 23 schools, although it had been asserted that the board would not be able to expand even one half of this amount. It became evident that not all of the 23 schools could be built with the available funds, due to rising costs, and 18 schools became the 1947 objective.

After the building program was geared for action, the board organized a team of "trouble shooters," under the direction of the secretary, to expedite all steps leading to the acquisition of sites, the final approval of plans, and the appropriation of funds by the board of estimate. The Bureau of Construction worked

The success of the 1947 program, while recognized by the public as a great accomplishment in New York City, could not have been achieved without the deep-rooted interest of all the officials and school employees. School Commissioner Campagna, who directed the program was given great praise for what he had accomplished, and for his modern approach that provided adequate schools in spite of rising costs. It is expected that the program will again move forward as soon as the 1948 budget has been approved and provisions have been made for the construction of 18 additional school buildings.



Modern Addition to Public School 35, Brooklyn, will provide junior high school facilities in a Negro Community.



Public School 106, Bronx, will serve a crowded uptown area. Eric Kebbon, Architect.

Word From Washington

Elaine Exton

What should be the position of education at the federal level? Should it continue to be grouped with public health and social security functions in the Federal Security Agency, as it is now? Should it be lodged in an integrated Department of Health, Education, and Security of Cabinet rank? Should a separate federal agency for education, independent of all Cabinet Departments under political appointees, be set up in Washington? How should the chief educational officer of the Federal Government be appointed—by the President or by a National Board of Education, broadly representative of the general public, in conformity with the practice followed in appointing the chief school officer in many state and local public school systems?

These are issues raised by legislation now before Congress. Will they be fought out and settled in the 80th Congress? Or, will Congress defer action until 1949, or later, in order to give consideration to the recommendations that may come from the new committee to study the reorganization of the Executive Branch of the Federal Government, chaired by former President Herbert Hoover?

School administrators will want to discuss these questions now, rather than later, so that they will be prepared to make their opinions known and move to action. Many persons concerned about the place education should occupy at the federal level believe that whatever Congress may do regarding this will strongly influence the future relationship of education to other units of government at state and local levels.

Status of Legislation to Create a Federal Department of Health, Education, and Security

The measure concerning education at the federal level that has progressed farthest through the legislative channels of Congress is Senate bill 140 "to create an Executive Department of the Government to be known as the Department of Health, Education, and Security" which Republican Senator Robert A. Taft (Ohio) and Democratic Senator J. William Fulbright (Ark.) jointly introduced on January 10, 1947. During February and March, the Senate Committee on Expenditures in the Executive Departments, headed by Senator George D. Aiken (R, Vt.), held hearings on the bill and on June 6, 1947, reported S. 140 out of committee with amendments. A substantially identical measure, H.R. 573, has been introduced in the House by Representative Oren Harris (D, of Eldorado, Ark.) and referred to the House Committee on Expenditures in the Executive Departments, chaired by Representative Clare E. Hoffman (R, of Allegan, Mich.), which has not yet held hearings or taken action on it.

Purpose of S. 140 and H.R. 573

When introducing S. 2503, a similar bill to S. 140, in the last days of the 79th Congress, Senators Taft and Fulbright remarked in a joint statement: "The purpose of this bill is to provide for more effective administration of functions already being performed by agen-

cies of the (Federal) Government in the fields of health, education, security and related services contributing to individual, family and community well-being. . . . It should be emphasized that enactment of this bill will result in no increase whatever in the powers of the Federal Government. The duties, functions and powers of the new Department will be exactly the same as the duties, functions and powers of existing Government agencies in these fields of activity. The resulting co-ordination within the Federal Government will, however, permit more effective assistance to state and community institutions. . . . The bill directs the new Department to promote, foster and encourage state and community activity in those fields."

Provisions of S. 140 and H.R. 573

In brief, Senate bill S. 140 and its companion measure H.R. 573 provide for:

1. The establishment of a Department of Health, Education, and Security of Cabinet rank to be administered by a Secretary appointed by the President, with the advice and consent of the Senate, at a salary of \$15,000 a year.

2. The appointment, in like manner, of three Under Secretaries, each to receive an annual salary of \$12,000.

3. The creation of "such offices, bureaus, and divisions as are necessary or desirable to carry out the purposes of this Act," including:

- a) A Division of Health under the immediate supervision of an Under Secretary for Health who "shall be a doctor of medicine licensed to practice medicine or surgery in one of the States or Territories of the United States." The United States Public Health Service, St. Elizabeth's Hospital, Freedmen's Hospital, the Federal Board of Hospitalization, and the Food and Drug Administration would be transferred from the Federal Security Agency to this Division.

- b) A Division of Education under the immediate supervision of an Under Secretary for Education who "shall be experienced and trained in the field of education." The U. S. Office of Education and the functions of the Federal Security Agency relating to the administration of Howard University and the Columbia Institution for the Deaf would be transferred to this Division.

- c) A Division of Security (Public Welfare) under the immediate supervision of an Under Secretary for Security (Public Welfare) who "shall be experienced and trained in the field of social security and welfare." The U. S. Children's Bureau and the Committee on Economic Security would be transferred from the Federal Security Agency to this Division.

4. The transfer of all but the previously mentioned constituent units of the Federal Security Agency to the Department of Health, Education, and Security subject to distribution by the Secretary of the Department.

5. The appointment of Advisory Committees by the Secretary "to advise and consult with him with respect to major policies in the fields of health, education, and security."

In the amended version of S. 140 reported by the Senate Committee on Expenditures in the Executive Departments the term "Division" has been changed to read "Bureau" "in a further effort to insure proper recognition of the activities combined within the Department." Moreover, the professional qualifications specified for the respective

Under Secretaries have been stricken out. Some responsible public school administrators feel that the omission of professional requirements is a mistake and fear it may result in the administration of education falling under a layman.

Commenting on this issue, the Committee's report states: "The original bill set forth specific professional qualifications for each of the Under Secretaries. In view of the opposition that developed during the hearings, the professional qualifications were omitted. It is the opinion of the committee that the President should not be restricted to limited fields in the selection of qualified administrative officers, and that it is more essential to appoint officials with high administrative qualifications than might otherwise be possible if selection is limited to persons with specialized professional training. The removal of professional discriminations will also tend to eliminate the possibility that a professional appointee might adopt biased policies detrimental to the unification of programs designed to co-ordinate the various agency activities within the Department."

The Proposed Department of Health, Education, and Security

The Senate Committee on Expenditures in the Executive Departments has made a few alterations in the wording of the functions of the proposed Department of Health, Education, and Security as presented in Senate bill 140. The statement approved by this Committee empowers the new Department to:

1. Promote, foster, and encourage the development throughout the nation of services, facilities, and activities in the fields of health, education, public welfare, and related fields.

2. Collect and analyze statistics and make studies, investigations, and reports on conditions, problems, and needs in those fields in the United States and in other countries, and disseminate and make available information in those fields.

3. Make reports and recommendations with respect to the most effective policies and methods for the promotion of health, education, public welfare, and related services, including recommendations with respect to legislation and matters of administrative policy.

4. Advise and co-operate with international organizations functioning in those fields.

5. Administer such federal programs, including grants-in-aid, and such powers, functions, and duties in those fields as are assigned to it or provided through this or subsequent legislative enactment.

The report of Senator Aiken's Committee avers that Section 3 of bill S. 140 as rewritten "provides adequate safeguards to insure state autonomy of operation and control under local supervision and administration of the program in the public interest." This Section was amended in Committee to include the following passage: "Nothing in this Act shall be construed as conferring on any federal officer or employee the right to exercise any supervision or control over the administration, personnel, or operation of any state or local agency, public or voluntary, in the fields of health, education, public welfare, or related services."

President Truman Backs Proposed Department

The creation of a Department of Health, Education, and Security has the support of President Truman who has backed it publicly on several occasions. In his message to Congress on May 16, 1946, submitting his Reorganization Plan II providing for certain interagency transfers and changes in the internal organization of the Federal Security Agency¹ President Truman declared:

The Reorganization Plan here presented is a second important step in building a central agency for the administration of federal activities primarily relating to the conservation and development of human resources.² But, while this step is important in itself, I believe that a third step should soon be taken. The time is at hand when that agency should be converted into an Executive Department.

The size and scope of the Federal Security Agency and the importance of its functions clearly call for departmental status and a permanent place in the President's Cabinet. In number of personnel and volume of expenditures the Agency exceeds several of the existing departments. Much more important, the fundamental character of its functions—education, health, welfare, social insurance—and their significance for the future of the country demand for it the highest level of administrative leadership and a voice in the central councils of the Executive Branch.

American Council on Education Supports a Department of Health, Education, and Security

The American Council on Education's Problems and Policies Committee has recommended the enactment of Senate bill 2503 (79th Congress) and its successor Senate bill 140 "with the provision that the name of the Department as proposed be changed to Department of Education, Health, and Security, and with the further understanding that creation of this Department will not extend the control of the Federal Government over state and local school systems." A recent poll of the Council's constituent (65) and institutional (824) members showed 423 (84 per cent) favoring and 83 (16 per cent) disapproving this resolution. However, the report does not make clear whether the individual institutions had polled their own membership on this question. Of the 467 mail ballots cast by executives of member institutions, 417 were received from colleges and universities and only 22 from public school systems and six from state departments of education.

In addition, the American Council on Education in December, 1946, joined with the National Social Welfare Assembly in organizing a Committee on a Federal Department of Health, Education, and Security, including seven members representing each of the three fields concerned as well as spokesmen for the general public, "to study whether the creation of such an Executive Department, with a Cabinet officer at its head, was in the public

interest" and, if so, what basic principles should be incorporated in legislation for this purpose.

Arguments Pro and Con

Frequently mentioned reasons for favoring the establishment of a Department of Health, Education, and Security of Cabinet rank as well as some of the principal arguments voiced by educators in opposition are summarized below:

FOR

Enactment of Senate bill 140 would elevate the Federal Security Agency to Departmental status without changing the substantive powers of the Federal Government in the field of education.



Consolidation of the chief health, education, and public welfare activities involving Federal-State relations under one Cabinet office would result in more efficient and economical administration of interrelated government functions.

To give to education status as one of three Divisions (Bureaus) in the proposed Department would strengthen its voice in the Executive Branch of the government.

Separate agencies for health, education, and security are impracticable of accomplishment at this time. Due to the economy drive, Congress will not enact legislation authorizing three new Departments of Cabinet rank.

S. 140 provides adequate safeguards to insure local operation and control of public education, health, and security functions.

AGAINST

Enactment of S. 140 would encourage federal bureaucracy and increase the danger of partisan control over education. It would complicate the superstructure overlying the U. S. Office of Education.

Education is an independent force that underlies or cuts across all aspects of life—economic, social and political—and all functions of government. It should have independent status and be kept free from partisan politics.

When the U. S. Office of Education was in the Interior Department it did not have a more powerful voice in the top levels of government than it now has when in the Federal Security Agency.

Because of the national importance of education, an independent agency should be created to coordinate the Federal Government's educational functions, including many now scattered through noneducational agencies.

Combining the three functions—health, education, and security—on the federal level will set a pattern that will "pressure" the states to set up a similar arrangement.

Other Related Congressional Bills

In reporting Senate bill 140 out, the Senate Committee on Expenditures in the Executive Departments shelved, at least for the present, two other measures having to do with the reorganization of the federal agency for education—S. 712 introduced by Senator George D. Aiken (R. Vt.) and S. 1239 sponsored by Senator Wayne Morse (R. Ore.).

S. 712 is a simpler measure than S. 140. It merely converts the Federal Security Agency into a Cabinet Department without specifying the details of its administrative structure beyond providing for a Secretary, an Under Secretary, and two Assistant Secretaries, each to be appointed by the President with the advice and consent of the Senate. This bill is favored by some organizations because it has the advantage of flexibility.

State School Officers Endorse a Separate Federal Agency Under National Board of Education

Of the three pending Senate measures relating to the status of education at the federal level Senator Morse's bill S. 1239 "to co-ordinate the educational functions of the Federal Government in a single agency" is probably most closely in line with what the public school administrators and public school teachers of the country seem to want.

Senator Morse announced when presenting his bill to Congress on May 6, 1947, that he was introducing S. 1239 on the basis of a letter received from Rex Putnam, President of the National Council of Chief State School Officers and State Superintendent of Public Instruction in Oregon. Mr. Putnam's letter, as printed in the *Congressional Record*, states in part: "The National Council of Chief State School Officers has for a long time been of the opinion that the United States Office of Education should be set up as an independent agency of the government under a federal board of education rather than a part of some other agency or department."

Provisions of Senator Morse's Bill

Senator Morse's bill provides for the creation of an independent agency in the Executive Branch of the government "to be known as the U. S. Office of Education" to be administered by a Commissioner of Education (salary \$15,000 per annum) appointed by a National Board of Education. Under the terms of this bill the National Board of Education would consist of 11 "adult citizens of the United States selected solely because of their character, ability and special interest in education" who would be appointed by the President with the advice and consent of the Senate for overlapping terms of 11 years. The members of the Board would serve without compensation except for a \$25 maximum per diem subsistence allowance for travel expenses not to exceed an annual total of 40 days. In addition to appointing the U. S. Commissioner of Education as its executive officer, the National Board of Education would be empowered "to exercise general control and supervision of the policies and program of the U. S. Office of Education."

Praising these provisions, Clyde A. Erwin, North Carolina's State Superintendent of Public Instruction, includes these reasons for supporting Senator Morse's bill S. 1239 in a letter to Senator George D. Aiken setting forth the views of the Legislative Committee of the National Council of Chief State School Officers which he chairs:

¹This reorganization plan, which was subsequently adopted, abolished the Federal Board of Vocational Education and transferred to the Federal Security Administrator the functions of the U. S. Children's Bureau, excepting those relating to child labor under the Fair Labor Standards Act.

²President Truman asserts in this message that in 1939 "President Roosevelt took the first great step toward effective organization in this area when he submitted Reorganization Plan I establishing the Federal Security Agency 'to promote social and economic security, educational opportunity, and the health of the citizens of the nation.'"

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"The Council believes that the enactment of S. 1239 would help to achieve a sound pattern for the participation of the Federal Government in education. This bill defines more clearly than has ever been done before the Federal Government's policy with respect to education and enumerates in greater detail than ever before its responsibilities and functions. It makes more effective the discharge of the Federal Government's responsibility by concentrating this responsibility in one federal agency. It preserves the traditional independence of education by providing for the functioning of a federal office of education under a board which will be as free from partisan politics as it is possible to make it. It sets up the opportunity for a single federal agency to function in its dealings with states according to a pattern of relationships which will preserve the independence of state and local units."

The N.E.A. and the A.A.S.A. Favor a National Board

The Representative Assembly of the National Education Association in convention at Cincinnati, Ohio, on July 9, 1947, endorsed legislation along the lines of the Morse bill in a resolution urging "the Congress to make the U. S. Office of Education an independent agency of the Federal Government headed by a National Board of Education composed of representative laymen appointed by the President to long, overlapping terms" and recommending "that a professionally qualified Commissioner of Education, responsible to the Board for the conduct of his office and the performance of his duties, be selected by the Board to serve as its executive officer."

The 23rd Yearbook of the American Association of School Administrators, *Paths to Better Schools*, published in February, 1945, declared: "There is need for a National Board of Education which would (a) co-ordinate all educational matters at the federal level through an interdepartmental education committee; (b) identify problems; (c) advise educational institutions concerning the pertinent research and experimentation in the colleges, universities, business and industry, agriculture, and elsewhere in the country; (d) develop advisory policies with respect to national problems; (e) select the U. S. Commissioner of Education; and (f) appoint an advisory council of American educational organizations. . . . The functions of such a Board could be limited specifically by Congressional act. . . . Various sections of our country rather than specialized interests should be represented on such a Board."

The Educational Policies Commission of the National Education Association and the Problems and Policies Committee of the American Council on Education came out with a similar declaration in their joint bulletin, *Federal-State Relations in Education*, released in March, 1945, which stated: "The creation of a national educational commission or board composed of from 12 to 15 outstanding citizens could do much to provide a necessary catalytic agent for education. This commission might be appointed by the President of the United States and confirmed by the Senate for long and overlapping terms. They should serve without payment for their services and should be removable only by Congressional action for proper cause. . . . (The Board's) function, however should be advisory rather than administrative."

"Some might see dangers to education in the creation of such a Board in that it might seek to exercise administrative control rather than advisory, noncompulsive leadership in the field of education. The fact that it would be composed mainly of laymen of broad vision and public spirit, rather than paid federal officials, would be a guard against such a tendency. Some of its members doubtless would have had experience on state and local boards of education and would be sympathetic to the policy of helping state and local school systems to help themselves as opposed to that of bringing them under national domination."



COMMISSION MEMBER HONORED

Ralph Scott of Salamanca, N. Y., who has served as a member of the Commission of Education (board of education) for the past 16 consecutive years retired from the Commission on December 31, 1947. During this period he has been very active in school affairs serving as chairman of the Building and Grounds Committee.

At the recent December meeting he was presented with a Certificate of Appreciation by Rev. Edgar T. Pancoast, president of the Commission of Education. The text of the certificate follows:

1932—SERVICE TO EDUCATIONAL PROGRESS—1947

RALPH SCOTT

In grateful recognition of your 16 years of loyal and untiring service as a member of the Commission of Education, of the city of Salamanca, we are privileged to issue to you this

CERTIFICATE OF APPRECIATION

Your interest in improving the educational opportunities of the boys and girls of this community has contributed much toward the progress of education.

The certificate was signed by the superintendent of schools and the president of the Commission.

COMMISSION ESTABLISHED TO MAP SCHOOL CHANGES

Commissioner of Education John W. Studebaker of Washington, D. C., has announced the establishment of a Commission on Life Adjustment Education for Youth to help the nation's schools in gearing their courses to meet the demands of the times.

The Commission, which includes Charles S. Wilkins, Benjamin H. Willis, J. C. Wright, Paul D. Collier, Francis L. Bacon, M. D. Mobley, Rev. Bernardine Myers, Dean M. Schweickhard, and Marcella Lawler, will provide guidance in such subjects as home and family life, job hunting, budgeting, use of leisure time, civic responsibilities, and related areas. The educators serving on the Commission are co-operating closely with the Divisions of Secondary Education, Vocational Education, and Higher Education of the U. S. Office of Education.

A FRAME OF REFERENCE

The school code committee of the board of education at Midland, Mich., in 1946 prepared a code

of working relationships for the personnel of the school district of Midland. In its work throughout the school year 1946-47 the members of the various committees of teachers endeavored to carry over into the code a spirit of team action and recognition of the worthiness of each individual person connected with the schools.

In setting up its objectives, the committee outlined a "frame of reference," to be used in establishing and supporting a school system for all the children of all the people. The outline includes the following:

"1. A well-qualified and efficient corps of teachers of such character that if a child should become like any one of the teachers, the parents and others would still be proud of the child.

"2. A physical plant and equipment adequate to meet the needs of every learner, the like of which separate families could not provide.

"3. Experiences for effective learning, the like of which the best home alone could not provide.

"4. An educational leadership which courageously and ably leads to continuous school improvement."

The American **School Board Journal**

A Monthly Periodical of School Administration

Edited by
Wm. Geo. Bruce and Wm. C. Bruce

ADAPTING ADMINISTRATIVE ORGANIZATION TO CHANGED CONDITIONS

LEADERS in school administrative thought have been singularly self-contained and have developed principles and procedures for school systems growing almost entirely out of their own theorizing and school experiences. They have been willing on rare occasions only to recognize that all government—particularly at the federal and state levels, has made great progress in the organization and management of departments and bureaus and has been developing rather high standards of policy and procedures. In the study of public administration such leaders as Gulick and Simon have been modest in saying that they are seeking an approach to a science of administration based on a balanced series of principles not yet developed and, while they are still far from the formulation of defensible general principles, they are able to lay down quite a formidable list of generalizations that will lead to a philosophy and a democratically acceptable science of public administration.

Similar growth is occurring in industry and is contributing much to the efficiency of far-flung corporations. The administrative concepts which are being developed express much solid human wisdom and deserve consideration on the part of school authorities. Following are seven rather simple concepts, suggested by Harry Arthur Hoff, at an industrial conference at Rutgers University. The obvious school applications have been interpolated:

1. It is a mistake not to recognize that an organization [like a school] must be continually studied and periodic adjustments of structure and of relationships must be made.

2. There is a tendency to overelaboration [in school] policies which does not stop short of trying to provide for every possible contingency. Such a situation is humanly impossible because new contingencies are constantly arising. It is better to use common sense and good judgment and to meet new situations on that basis.

3. There is a willingness on the part of certain individuals in every organiza-

tion to run amuck and to refuse justified restraints imposed for the sake of teamwork.

4. Every organization has limits beyond which it cannot be developed without incurring diminishing returns.

5. A great flood of reports does not help top management [the superintendent and the school board] judge the small matters of daily work and operation.

6. It is the job of a supervisor not to exercise control but to help people control themselves and to do a better job.

7. Committee meetings are used too little for developing a feeling of shared responsibility. They are often an occasion for dodging it.

CAN SUPERIOR MERIT BE REWARDED?

THE recent universal increases in teachers' salaries have revived interest in an old problem in school administration—the so-called merit system. A New York State law, under which local communities receive financial aid to meet the present higher salaries, provides definitely that only teachers of superior merit shall be given increases beyond certain advanced annual steps. Similar ideas have been widely discussed by local boards in developing their own salary schedules, but have been generally dropped in favor of the notion of a general rating of "satisfactory" supplemented by stated credits earned at summer school or otherwise in an advanced professional school.

The present feeling among teachers is not unlike that which was expressed 30 years ago when the first merit rating forms were put into use. Teachers hold that rating is unreliable except for discovering positive inefficiency, that plans recommended and used are not objectively valid, that rating lowers the morale of any staff because of fears, uncertainties, and opportunities for discrimination.

School administrators are divided in their opinions. Many able and fearless superintendents are convinced that teacher rating thus far has been a failure as a means of improving instruction, that rating schemes are unscientific and neglect to take account of the intangible elements of personality, temperament, professional devotion, and influence upon the growth and character of the pupils. They hold that no elaborate schemes are necessary to determine whether the children in a class are making the desired progress which is possible under a competent teacher. They argue that the instructor who is incompetent and who should be dismissed or shifted is readily recognized by his associates and

supervisory officials. They argue that a well-balanced program of in-service training and added professional study will fully serve the purpose of keeping teachers "on their toes," and preventing that self-satisfaction which limits progress and results in stagnation.

It seems strange that teachers who themselves are constantly passing judgment on the success of their charges and grading them should so seriously resent the merit rating of their own work. The members of all professions other than teaching are subject to the judgment of their clients or employers, and incompetency, inattention to duty, or failure to keep up with the progress in the professional field is quickly punished by loss in standing and income. The degree of the reputation of a doctor, lawyer, or engineer is quite accurately based on his ability and performance, and his income is correspondingly high or low.

The better rating plans used in the cities have so much proved value and their common sense use results in so much good for the schools, for teaching as a profession, and for the individual teacher that the discontinuance of the accepted devices cannot be considered. The plans can be improved by making them more specific in their evaluation of teaching success, and the teachers themselves can supply critical materials for improving the content and democratic administration of the plans. A worth-while recommendation in this connection is made by the La Grange, Ill., school administration survey staff, headed by Dr. W. C. Reavis, who urges:

Regarding teacher evaluation, the survey staff recommends (a) that a comprehensive definition of teaching success be formulated in terms of the educational services appropriate to the particular aspirations and demands of the local community, (b) that types of data be identified which will reveal the quality of services of the designated teacher, (c) that a cumulative folder of these data be collected continuously for each teacher, (d) that appraisals be made by the superintendent from the cumulative folders in terms of specific accomplishments and attainments, rather than in terms, such as "outstanding."

Unquestionably, most of the difficulties of teacher rating can be reduced to a minimum if the human aspects are so improved that all teachers can be serene in understanding that the purpose and the application of the plans is not to harm any teacher but to help all, individually and collectively.

Above all, every opportunity for chicanery, politics, or favoritism on the part of school boards or supervisory officers must be made impossible. There is much value in the idea of allowing teachers and outside educational experts to participate in the designation of master teachers who are deserving of special recognition and super-maximum pay.

BALANCED SCHOOL BUILDINGS

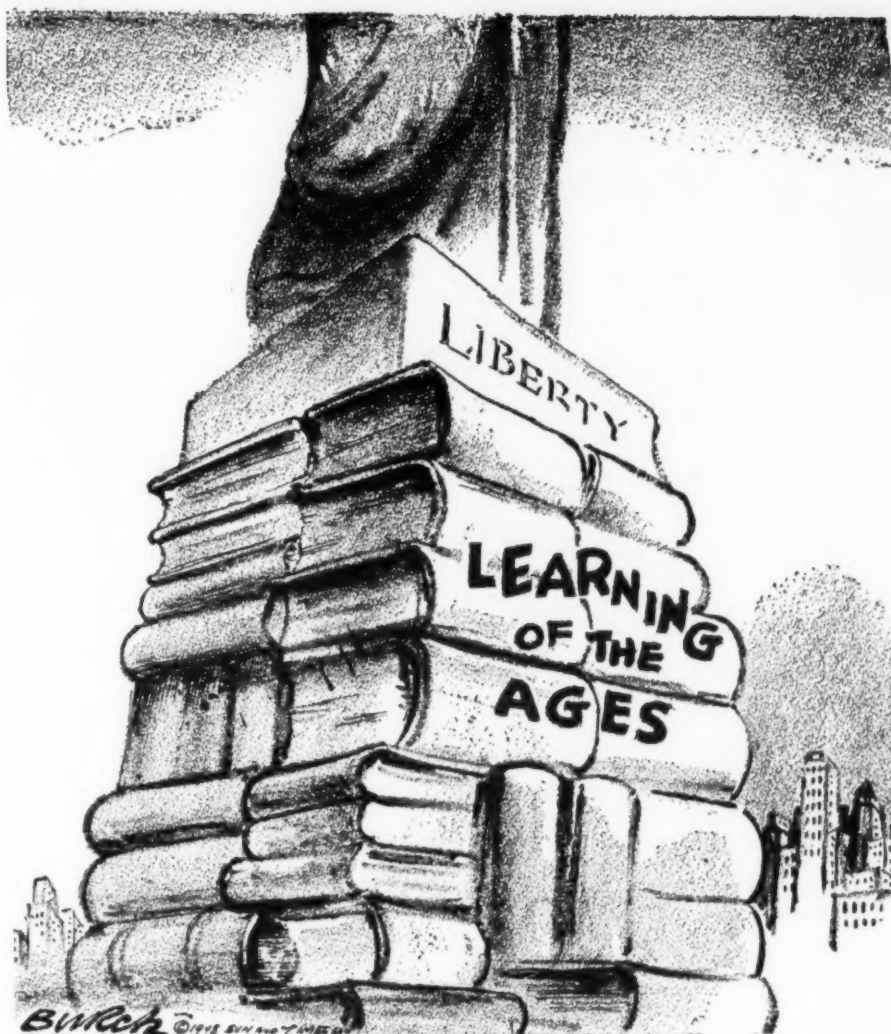
THE highly desirable developments of physical education and of the wide variety of activities grouped loosely under the heading of "auditorium work" have led to some interesting problems in schoolhouse planning. Some of the expansion can hardly be justified when the combined cost of the gymnasium and auditorium is considered, and is related to the number of hours which these areas are used. Just recently, our attention was called to a small secondary school in which the cubic content of the instructional, administrative, and service areas was exceeded by the total cubage of the gymnasium and the auditorium. The building is in the basketball belt and the excessive size of the gymnasium with a large number of fixed seats was dictated by local spectator groups.

Under present high building costs, it is necessary to study the utilization possibilities of all instructional rooms and to plan for a reasonable balance between academic rooms, laboratories, and the larger units. In large city schools where extensive programs of adult education and community activities are carried on large auditoriums, gymnasiums, and supplementary rooms are justified by the use which the people make of the rooms. In small school buildings, the total use of all areas must be carefully anticipated. As a rule, a very modest combination room can be planned and equipped for physical education and play, and for assemblies and community group activities. In such a situation, the once-a-year big crowd can be housed in some community structure that is co-operatively supported by the town, the local patriotic organizations, and the schools. A common fault to be overcome in high school auditoriums is the excessive seating capacity and the insufficient stage size which hampers dramatic and large group presentations.

The principle of balance in school planning must be extended to the shops and laboratories, and especially to the general construction and exterior design. Serious errors still crop out in the form of excessive factors of safety, too liberal numbers of sanitary and lighting fixtures, and wasteful outdoor stairs and architectural ornament.

EQUAL EDUCATIONAL SERVICES

DECISIONS are piling up in the United States courts which indicate that racial discrimination in schools and colleges must soon become a fact of history—one of which we cannot be proud. In a unanimous



SOLID FOUNDATION

—Courtesy, Chicago Sun and Times

decision given January 12, the United States Supreme Court ordered the state of Oklahoma to admit a young Negro woman to the law school of the University of Oklahoma, or set up separate and equal facilities for her. The decision, handed down only four days after the oral arguments, gives the state of Oklahoma no opportunity to object and virtually compels immediate compliance. The Court did not pass on the issue of segregation, which the complainant's counsel argued is also unconstitutional. A Missouri case in 1938 had held that segregation would be permissible if the facilities were equal.

During recent months, two decisions in federal courts in the South have ordered local school boards to discontinue discrimination in fixing the salaries of Negro teachers and to pay them amounts equal to white teachers of equal preparation and engaged in the same work. A United Court in California, last spring, went further and denounced the segregation of Mexican children.

It is clear from these cases that the courts at least are moving in the direction of requiring equal educational opportunities for children of all races. How soon will the school boards and the college trustees move in the direction so clearly indicated for them?

TEACHING

Teaching as a profession is as important to the individual as it is to the world. In what better way can the person with a fine mind, an interest in people, and a desire for the opportunity to grow within himself and to make some contribution to the world around him realize such possibilities than through teaching? There are great satisfactions to be gained in many professions, but there are few greater satisfactions than that of seeing young minds open, kindle, and develop under guidance, one of the true privileges of the teacher.

The higher the standards of the teaching profession, the greater will be the importance attached to education, the greater the satisfactions to the individual in the profession. But that is not all—the world will be richer. — Frances P. Owen.

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2. There is a tendency to overelaboration [in school] policies which does not stop short of trying to provide for every possible contingency. Such a situation is humanly impossible because new contingencies are constantly arising. It is better to use common sense and good judgment and to meet new situations on that basis.

3. There is a willingness on the part of certain individuals in every organiza-

tion to run amuck and to refuse justified restraints imposed for the sake of teamwork.

4. Every organization has limits beyond which it cannot be developed without incurring diminishing returns.

5. A great flood of reports does not help top management [the superintendent and the school board] judge the small matters of daily work and operation.

6. It is the job of a supervisor not to exercise control but to help people control themselves and to do a better job.

7. Committee meetings are used too little for developing a feeling of shared responsibility. They are often an occasion for dodging it.

CAN SUPERIOR MERIT BE REWARDED?

THE recent universal increases in teachers' salaries have revived interest in an old problem in school administration—the so-called merit system. A New York State law, under which local communities receive financial aid to meet the present higher salaries, provides definitely that only teachers of superior merit shall be given increases beyond certain advanced annual steps. Similar ideas have been widely discussed by local boards in developing their own salary schedules, but have been generally dropped in favor of the notion of a general rating of "satisfactory" supplemented by stated credits earned at summer school or otherwise in an advanced professional school.

The present feeling among teachers is not unlike that which was expressed 30 years ago when the first merit rating forms were put into use. Teachers hold that rating is unreliable except for discovering positive inefficiency, that plans recommended and used are not objectively valid, that rating lowers the morale of any staff because of fears, uncertainties, and opportunities for discrimination.

School administrators are divided in their opinions. Many able and fearless superintendents are convinced that teacher rating thus far has been a failure as a means of improving instruction, that rating schemes are unscientific and neglect to take account of the intangible elements of personality, temperament, professional devotion, and influence upon the growth and character of the pupils. They hold that no elaborate schemes are necessary to determine whether the children in a class are making the desired progress which is possible under a competent teacher. They argue that the instructor who is incompetent and who should be dismissed or shifted is readily recognized by his associates and

supervisory officials. They argue that a well-balanced program of in-service training and added professional study will fully serve the purpose of keeping teachers "on their toes," and preventing that self-satisfaction which limits progress and results in stagnation.

It seems strange that teachers who themselves are constantly passing judgment on the success of their charges and grading them should so seriously resent the merit rating of their own work. The members of all professions other than teaching are subject to the judgment of their clients or employers, and incompetency, inattention to duty, or failure to keep up with the progress in the professional field is quickly punished by loss in standing and income. The degree of the reputation of a doctor, lawyer, or engineer is quite accurately based on his ability and performance, and his income is correspondingly high or low.

The better rating plans used in the cities have so much proved value and their common sense use results in so much good for the schools, for teaching as a profession, and for the individual teacher that the discontinuance of the accepted devices cannot be considered. The plans can be improved by making them more specific in their evaluation of teaching success, and the teachers themselves can supply critical materials for improving the content and democratic administration of the plans. A worth-while recommendation in this connection is made by the La Grange, Ill., school administration survey staff, headed by Dr. W. C. Reavis, who urges:

Regarding teacher evaluation, the survey staff recommends (a) that a comprehensive definition of teaching success be formulated in terms of the educational services appropriate to the particular aspirations and demands of the local community, (b) that types of data be identified which will reveal the quality of services of the designated teacher, (c) that a cumulative folder of these data be collected continuously for each teacher, (d) that appraisals be made by the superintendent from the cumulative folders in terms of specific accomplishments and attainments, rather than in terms, such as "outstanding."

Unquestionably, most of the difficulties of teacher rating can be reduced to a minimum if the human aspects are so improved that all teachers can be serene in understanding that the purpose and the application of the plans is not to harm any teacher but to help all, individually and collectively.

Above all, every opportunity for chicanery, politics, or favoritism on the part of school boards or supervisory officers must be made impossible. There is much value in the idea of allowing teachers and outside educational experts to participate in the designation of master teachers who are deserving of special recognition and super-maximum pay.

BALANCED SCHOOL BUILDINGS

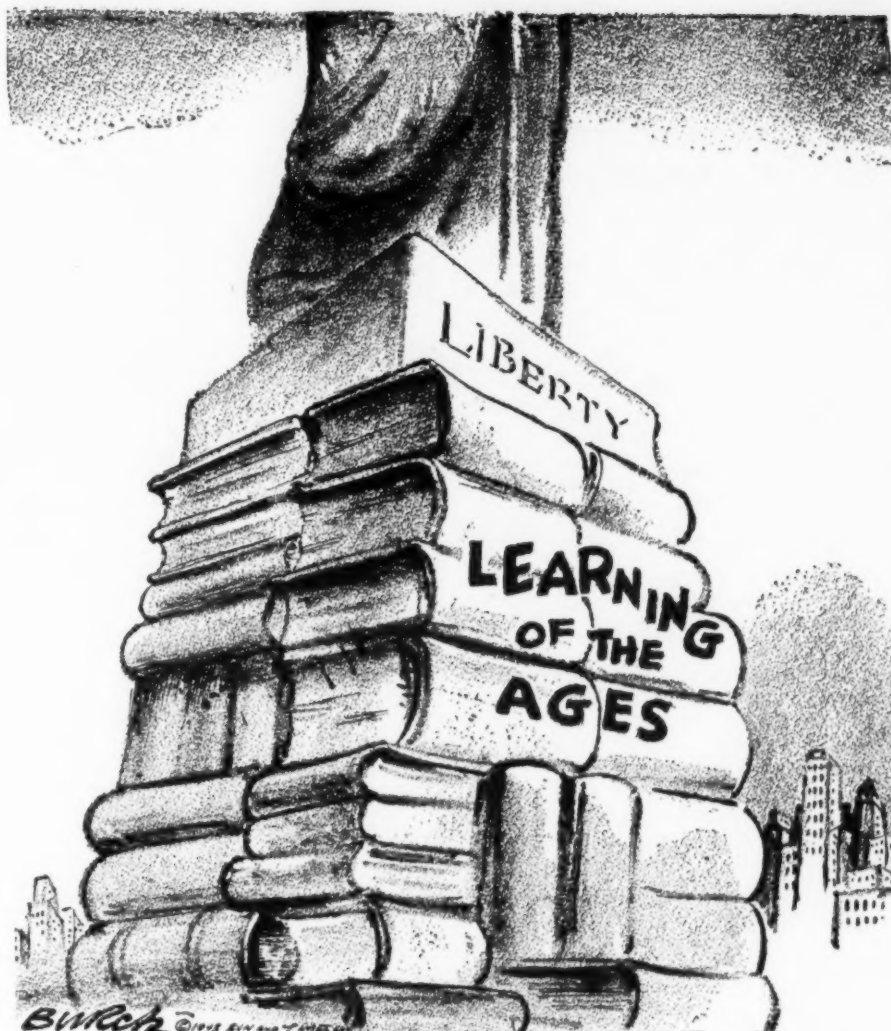
THE highly desirable developments of physical education and of the wide variety of activities grouped loosely under the heading of "auditorium work" have led to some interesting problems in schoolhouse planning. Some of the expansion can hardly be justified when the combined cost of the gymnasium and auditorium is considered, and is related to the number of hours which these areas are used. Just recently, our attention was called to a small secondary school in which the cubic content of the instructional, administrative, and service areas was exceeded by the total cubage of the gymnasium and the auditorium. The building is in the basketball belt and the excessive size of the gymnasium with a large number of fixed seats was dictated by local spectator groups.

Under present high building costs, it is necessary to study the utilization possibilities of all instructional rooms and to plan for a reasonable balance between academic rooms, laboratories, and the larger units. In large city schools where extensive programs of adult education and community activities are carried on large auditoriums, gymnasiums, and supplementary rooms are justified by the use which the people make of the rooms. In small school buildings, the total use of all areas must be carefully anticipated. As a rule, a very modest combination room can be planned and equipped for physical education and play, and for assemblies and community group activities. In such a situation, the once-a-year big crowd can be housed in some community structure that is co-operatively supported by the town, the local patriotic organizations, and the schools. A common fault to be overcome in high school auditoriums is the excessive seating capacity and the insufficient stage size which hampers dramatic and large group presentations.

The principle of balance in school planning must be extended to the shops and laboratories, and especially to the general construction and exterior design. Serious errors still crop out in the form of excessive factors of safety, too liberal numbers of sanitary and lighting fixtures, and wasteful outdoor stairs and architectural ornament.

EQUAL EDUCATIONAL SERVICES

DECISIONS are piling up in the United States courts which indicate that racial discrimination in schools and colleges must soon become a fact of history—one of which we cannot be proud. In a unanimous



SOLID FOUNDATION

— Courtesy, Chicago Sun and Times

decision given January 12, the United States Supreme Court ordered the state of Oklahoma to admit a young Negro woman to the law school of the University of Oklahoma, or set up separate and equal facilities for her. The decision, handed down only four days after the oral arguments, gives the state of Oklahoma no opportunity to object and virtually compels immediate compliance. The Court did not pass on the issue of segregation, which the complainant's counsel argued is also unconstitutional. A Missouri case in 1938 had held that segregation would be permissible if the facilities were equal.

During recent months, two decisions in federal courts in the South have ordered local school boards to discontinue discrimination in fixing the salaries of Negro teachers and to pay them amounts equal to white teachers of equal preparation and engaged in the same work. A United Court in California, last spring, went further and denounced the segregation of Mexican children.

It is clear from these cases that the courts at least are moving in the direction of requiring equal educational opportunities for children of all races. How soon will the school boards and the college trustees move in the direction so clearly indicated for them?

TEACHING

Teaching as a profession is as important to the individual as it is to the world. In what better way can the person with a fine mind, an interest in people, and a desire for the opportunity to grow within himself and to make some contribution to the world around him realize such possibilities than through teaching? There are great satisfactions to be gained in many professions, but there are few greater satisfactions than that of seeing young minds open, kindle, and develop under guidance, one of the true privileges of the teacher.

The higher the standards of the teaching profession, the greater will be the importance attached to education, the greater the satisfactions to the individual in the profession. But that is not all—the world will be richer. — Frances P. Owen.

School Administration in Action

GALVA MOTHERS VISIT FIRST GRADE

Clyde Browning¹

An experiment was inaugurated this year in the Galva, Ill., elementary schools to acquaint the mothers of the first-grade pupils with the school policies and the program of the school.

About ten days after school began notices were sent out to the mothers of the first graders asking if they would be interested to visit the school and discuss the work of their children with the school authorities. The replies were so favorable that the meeting was immediately arranged for and notices sent out. It was suggested that any mothers who had younger children that could not be cared for at home, might bring these along. Suitable sitters would be provided. This encouraged several mothers who otherwise could not have attended.

The first-grade teacher met the mothers at two o'clock in her classroom. The children had been sent to another part of the building to carry on under another teacher. After introductions, the teacher made a talk explaining the daily routine of the class, the problems and objectives of the school, and the specific work carried on in reading, writing, language, social studies, and numbers. The first work of the beginners was shown and the textbooks and teaching aids were displayed and explained.

The superintendent then spoke on the broader problems of child welfare and sug-

gested what parents should do to help adjust their children to the school. He spoke particularly about health and physical habits, mental health, attendance, child responsibility, clothing, personality, getting along with companions, and parental co-operation with the schools.

Mimeographed outlines of the discussions were distributed for further study and for reading by the fathers. Copies were sent through the children to the mothers who had been unable to attend.

A question-answer period followed. Finally, the children were returned to the room and allowed to show their mothers about the school. During the entire time the teacher and the superintendent discussed problems brought to them by the mothers. Before the close, the mothers expressed a desire for further meetings. Two or three will be arranged later in the year.

As a means of fully using the time at these later gatherings, parents will be asked to come prepared with questions and suggestions.

Was the meeting worth while? Decidedly. (1) Every mother went away with some understanding of the school and its policies. (2) The teacher, the superintendent, and the mothers became acquainted under the most favorable conditions. (3) The mothers saw the school environment and learned that the school is genuinely concerned about the welfare of their children. (4) The children had an opportunity to gain self-confidence.

¹Supt. of Schools, Galva Elementary School District, Galva, Ill.

SAC CITY'S ADULT-EDUCATION PROGRAM

The adult education program at Sac City, Iowa, which has reached a successful stage, is conducted by a Community Adult Education Council, which has continued to function for the past 17 years. Its solid permanence may be judged from the fact that there have been four changes in Smith-Hughes agricultural instructors and four changes in superintendents since 1930. In 1947-48 the adult-education classes reached a new high point with 610 enrollments, or better than one for each 10 individuals in the community.

The council, which is composed of 10 farm men and 10 farm women, 10 townsmen, and 10 townswomen, is in charge of Supt. C. S. Griewe, who acts as chairman. The high school principal serves as treasurer, and another high school teacher acts as recording secretary and keeps the attendance records.

Of the 610 enrollees for the current year, 140 are farmers. The group is divided into discussion groups, each of which elects a chairman. The ten chairmen serve as the ten farmer members of the adult-education council. They help with the agricultural plans and help plan the farmer night school program which centers around local farming problems. For the 460 women and townsmen there are 13 classes. The other 12 classes are handled by

volunteer lay teachers, five of whom come from the local elementary and high school teaching staff, and the other seven from the professional and business people in the community. Classes in choral singing, mental hygiene, industrial arts, income tax, geology, photography, physical education, and swimming are conducted.

All classes meet on Wednesday nights for 10 consecutive weeks. In alternate weeks, the class periods are shortened and the members meet for a community forum session. The 1947-48 forum program is bringing some outstanding leaders and speakers to the city.

The adult-education council is not a community co-ordinating council since its members represent no special interest organizations. It carries no program other than that in the field of adult education. It is primarily an advisory committee for the school board and the school administrators. The alert persons in the community have their eyes on a common goal and they are assured that they have a part in a common program of promoting better citizenship and community life.

The Sac City program has become an institution in the city and it presents a real challenge to the individuals responsible for its success.

THE CHICAGO SCHOOL BUILDING PROGRAM FOR 1948

Thomas J. Higgins¹

The city of Chicago is so huge in population and area that a continuous annual school building program has become necessary in order to keep pace with the growth and needs of the school system. Since the depression period, 97 new school buildings and additions have been completed, providing 77,732 new seats, at a cost of \$38,993,651. Not included in these figures are 12 other projects under construction at the present time, providing 6760 new seats at a cost of \$7,107,029.

Since the completion of these projects, the building program has been faced with two problems: (1) the replacement of superannuated school buildings, ranging in age from 50 to 90 years; and (2) the modernization of existing buildings to serve present-day curriculum needs and to provide new types of special rooms.

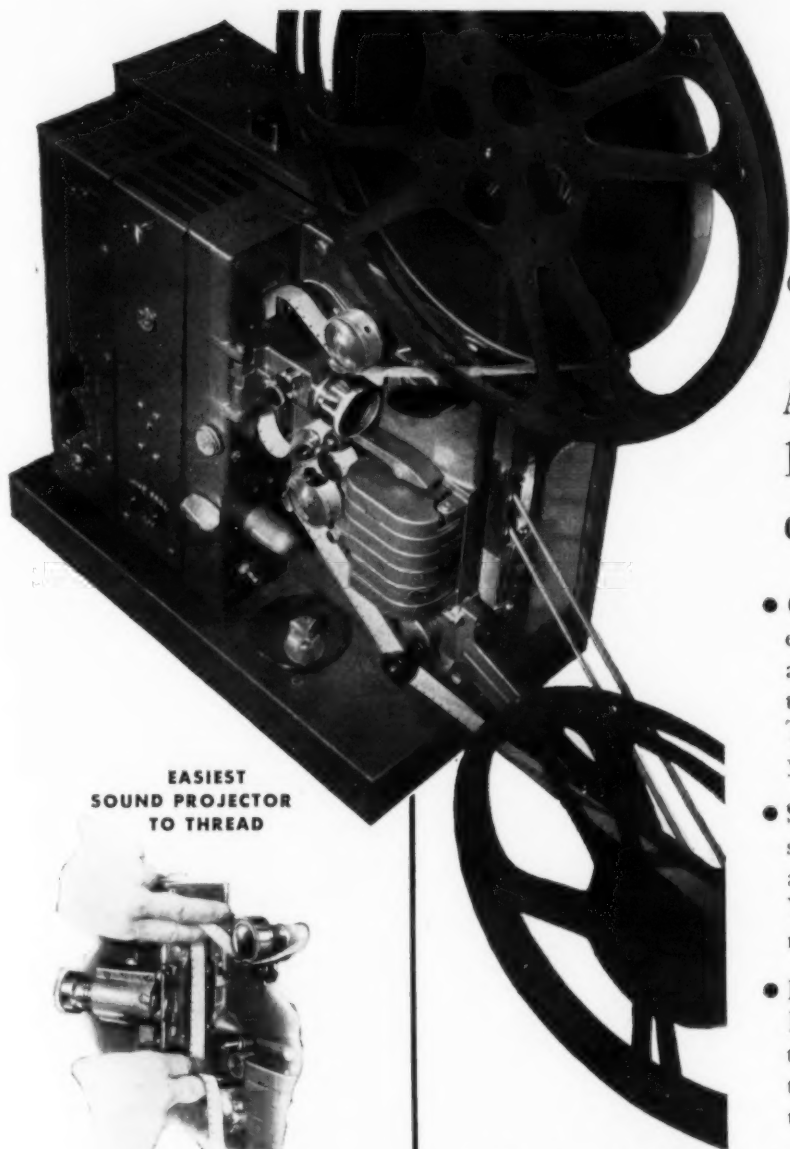
The 1947 budget of the board set up \$27,486,510 for a modernization program involving 75 distinct projects. The board is limited in the amount it can spend annually for new school projects so that it will take many years before all of the projects can be completed. The general superintendent's staff is prepared to carry forward an increased school building program if and when finances permit. The Bureau of Building survey has surveyed the city, has laid out a complete site pattern for elementary and high school buildings, has prepared a complete listing of all existing buildings, and has compiled a trend study for keeping track of the membership trend in every school.

The Department of School Buildings has prepared a list of new projects for the 1948 building program, including new buildings, additions, and rehabilitations. These include the rehabilitation of 5 high school buildings and one elementary building, the construction of 4 new elementary school buildings, the complete replacement of one elementary school, additions to 5 elementary schools, and the construction of one new branch elementary school building. It is expected that the cost of the new construction will be \$1 per cubic foot. An estimate of the total 1948 costs has not been made, and only 4 million dollars will be available from current funds.

Bids will be received in the spring for construction work on two high schools and three elementary schools.

An expansion of the special division rooms has been provided, with a budgetary increase of \$47,500 for a variety of new shops for boys' and girls' classes, and a further allotment of \$25,000 for new standard equipment. In addition to this total of \$72,500, a recommendation has been set up for an allotment of \$17,336 for special division supplies, which represents an increase of \$90,000 over the year 1947.

¹Assistant Director of Building Survey.

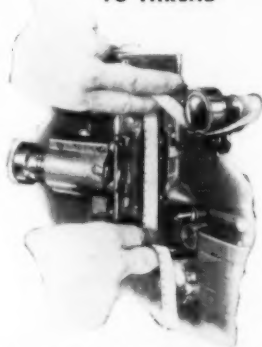


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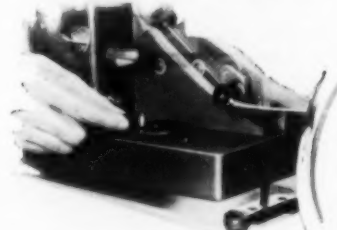
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Above All Germany Needs—

Education for Democracy

James R. Newman, Ph.D.¹

In order to establish a workable democracy in Germany, we must rehabilitate the country economically. The coal mines must be restored to their former efficiency of production; the transportation system, which was all but completely knocked out by the Allied Air Forces, must be restored in order to transport the needed commodities; the farms must be restored to a degree of productivity which will guarantee the maximum amounts of food for the population.

The lost territory has made it necessary to concentrate in a small area of Germany almost the same population that occupied a very much larger area before the outbreak of the war. Those millions of persons now concentrated in this small area must be given the right to a decent living. In order to do it, they must especially have food. In order to have food, they must be given the privilege of working, so that they can produce goods for export necessary to pay for the food they are importing.

Therefore, one of the main problems of all concerned is to help restore the factories to a peak of efficient production that will guarantee the manufacture of the goods to be exported in order to make possible the realization of this program.

Difficult Problem of Reconstruction

The Germans are now entering a program which I choose to call "Education for Democracy." Such a program will cost tremendous sums of money. The education offered must be free. An equal educational opportunity must be offered to every German child capable of learning, if the Germans are going to realize a democratic form of government in the future.

There is a dearth of leaders in postwar Germany. Future leaders for this country must be selected and trained in the German schools in order that they may be prepared to assume the responsibilities of leadership. The selection must be carefully made.

In Hesse, we have four major educational institutions in the Universities of Frankfurt, Marburg, Darmstadt, and Giessen. These universities accommodate approximately 12,000 students. At the beginning of the fall semester of 1947, we had 14,000 new applications, and we were able to accommodate and admit to these universities only 900 students. What is going to happen to the other 13,100? I don't know.

We must reconstruct these universities in order to be able to admit more of these young people who have every democratic right to an education. The university buildings must be reconstructed; the teaching facilities must be generally improved; the whole environment must be made ready to admit these young people.

¹The present paper is the abstract of an address by the author, who is director of the Office of Military Government for Greater Hesse, at Wiesbaden. It was presented early in November, 1947, to a group of Americans and Germans interested in the promotion of education in the land of Greater Hesse.

Democratic Gains Lost Under Nazis

There is a vast difference in the thinking of Americans and Germans concerning education and democracy. In the almost three years I have spent in Germany I have become convinced that the majority of the Germans do not understand the fundamental meaning of democracy, because they have never had it in reality. Under the Weimer Republic, certain outstanding democratic gains were made in German education, but unfortunately for the German people, and perhaps for the rest of the world, the Weimer Republic was short-lived.

One of the first acts of the Nazi dictatorial administration was to abolish the progress that had been made toward democratic education. The German children were taught, under this Nazi totalitarian dictatorship, an ideology which almost resulted in the total destruction of their nation. In 1936, the German people were experiencing a period of prosperity almost second to none in their history; then the Nazi dictatorship started preparing for World War II. The prosperity of the 1930's had been built up artificially by dictatorship.

The processes of democracy move slowly. But when a people are dealing with a dictatorship, such as the one under which the Germans lived for 12 years, they cannot openly discuss the problems that face them and they dare not voice honest criticisms against the persons who issue the orders.

If the German people are going to be fair with themselves in attempting to build a program for the future and develop a democracy for themselves, they must admit certain facts. They must admit the error of the 12 years during which they and their children were told that they were the master race of the world.

Unfortunately, from time to time, we hear from national leaders in other countries that they are the master race, and the very minute they get to feeling that way, they try to start the world on another course of war. If all the nations in the world possessed the type of democracy we enjoy in the United States, the people themselves would have a right to determine whether or not those nations would go to war.

One of the greatest Americans, Benjamin Franklin, once said: "Those who would give up essential liberty to purchase a little temporary safety, deserve neither liberty nor safety." A dictatorship can teach that a person deserves to live in safety, but under any such totalitarian state, when he secures that safety, he sacrifices this precious thing called liberty.

I feel that we in the American Zone have made great progress in restoring democratic institutions to postwar Germany. Slowly but surely, from the community up to the land level of government, we have restored to the people the right to vote. The German people are now governing their own territory, in so far as their actions do not violate the over-all



Dr. James R. Newman

objectives of the American military Government.

What Germans Can Do

One thing the Germans can do, in their various groups in their communities. They can encourage their democratically elected officials to operate on a democratic basis. They can encourage their newspaper editors to criticize their democratically elected government officials when these do not work for the welfare of all the people. And the same editors can constantly remind the people that the land should exist to serve the welfare of the people and their wishes, because the people do not exist to serve the state, as was true under the Nazi regime.

If a German wants to be a part of the government, if he wants to believe in the fundamental principles of democracy, he has the best chance in the recent history of his country to do so. If he does not take advantage of the opportunity we have placed before his people, he may take the chance of inviting another totalitarian dictatorship much worse than the one he had under the Nazi regime.

I do not have to say what the attitude of the American people is today toward the solution of that problem. It will cost the American taxpayers not only millions, but billions, of dollars to guarantee the people of Europe the right to govern themselves in a democratic manner. We are willing to pay that price, but the Germans must give evidence of their willingness to set an example themselves by creating a democratic form of government that will cling to the principles of liberty.

It is going to be difficult to teach democracy to a people who are hungry and who are cold. It must be constantly pointed out to the masses that neither the Germans nor the American military government are responsible for these conditions. The German farmers made a maximum effort in 1947 to produce a bumper harvest. The forces of nature were so cruel that the coldest winter in fifty years froze out a lot of the winter crops, and the worst drought in one hundred years of European history hit Germany last summer.

All these forces have worked against the program of introducing democracy to the German people. Agitators throughout the land will take advantage of the conditions that

(Concluded on page 58)

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means of three well-planned steps, which were selected, developed, and carried on with the aid of a special committee working under the direction of the director of audio-visual instruction.

The first step was the establishment of a film library by adding a number of films each year over a period of time. Each school building has been equipped with a sound projector and the director is assisted by a committee made up of a member from each building. It is the duty of the committee to make selections of films which can be correlated with the work being done at the various grade levels.

Classroom visitations by the director are made at various times to encourage adequate preparation prior to the showing of a film and to aid in outstanding follow-up work. Five points are continually stressed: (1) The audio-visual material must be suited to the grade level. (2) The material must correlate adequately with the work in hand. (3) Adequate preparation must be made for the use of the material. (4) Plans must be made for good projection and sound reception. (5) Adequate follow-up must be provided through discussion, activities, correlation, and testing.

Students Broadcast

The second step was the building up of a transcription library in the audio-visual office. Both AM and FM programs of merit are transcribed at the audio-visual center and filed with catalog notations as to subject, grade level, and a summary of the content. This step is being gradually developed at this time.

The third step provides for school time on the air. Students of the schools select, prepare, and produce a 15-minute program on Wednesdays and Fridays of each school week. The use of classroom situations is stressed and the programs take on a public relations aspect. In some cases, the topics are considered worth while for presentation in classrooms of the same grade level.

The possibilities in the television field have been carefully considered. The installation of a television receiver has been delayed until more educational programs of a suitable nature are available. It is the purpose to consolidate the program with respect to the first three steps before adding to the load of the audio-visual department. In other words, it is not intended that the addition of materials shall move ahead of the program for proper utilization.

ESTHERVILLE STUDIES SCHOOL FAILURES

The school administrative department at Estherville, Iowa, has begun a study of failing students and the causes for failure as a means for improving instruction. Teachers are urged to study previous yearly reports and also those provided during the current year in order to determine the causes of failures.

Each year the faculty makes a complete report on why students are failed or conditioned at the end of the year. This report is valuable to the superintendent because it answers questions raised by parents; it can also be valuable to the teacher on planning instruction.

An attempt has been made to classify the causes of failures and conditions. Reasons for failures which teachers are expected especially to correct are (1) lack of ability, (2) absences, (3) laziness, (4) indifference, (5) lack of concentration, (6) physically handicapped, (7) outside activities, (8) irregular or incomplete daily study, (9) poor attitude, (10) poor standards of achievement, (11) parental unconcern.

(Concluded from page 56)

exist to preach an ideology not based on the principles of democracy. It is my honest opinion that the German people will endure much hunger and much cold before they will accept the preachings of these agitators, who themselves are not able to provide any more than the people are already receiving.

May the German people themselves resolve to assume positions of leadership opposed to any system of thought that will take away the power of self-government from the people. May they resolve to create a state that will serve the wishes of the people, and may they resolve to oppose any form of government that will abolish political and religious freedom.

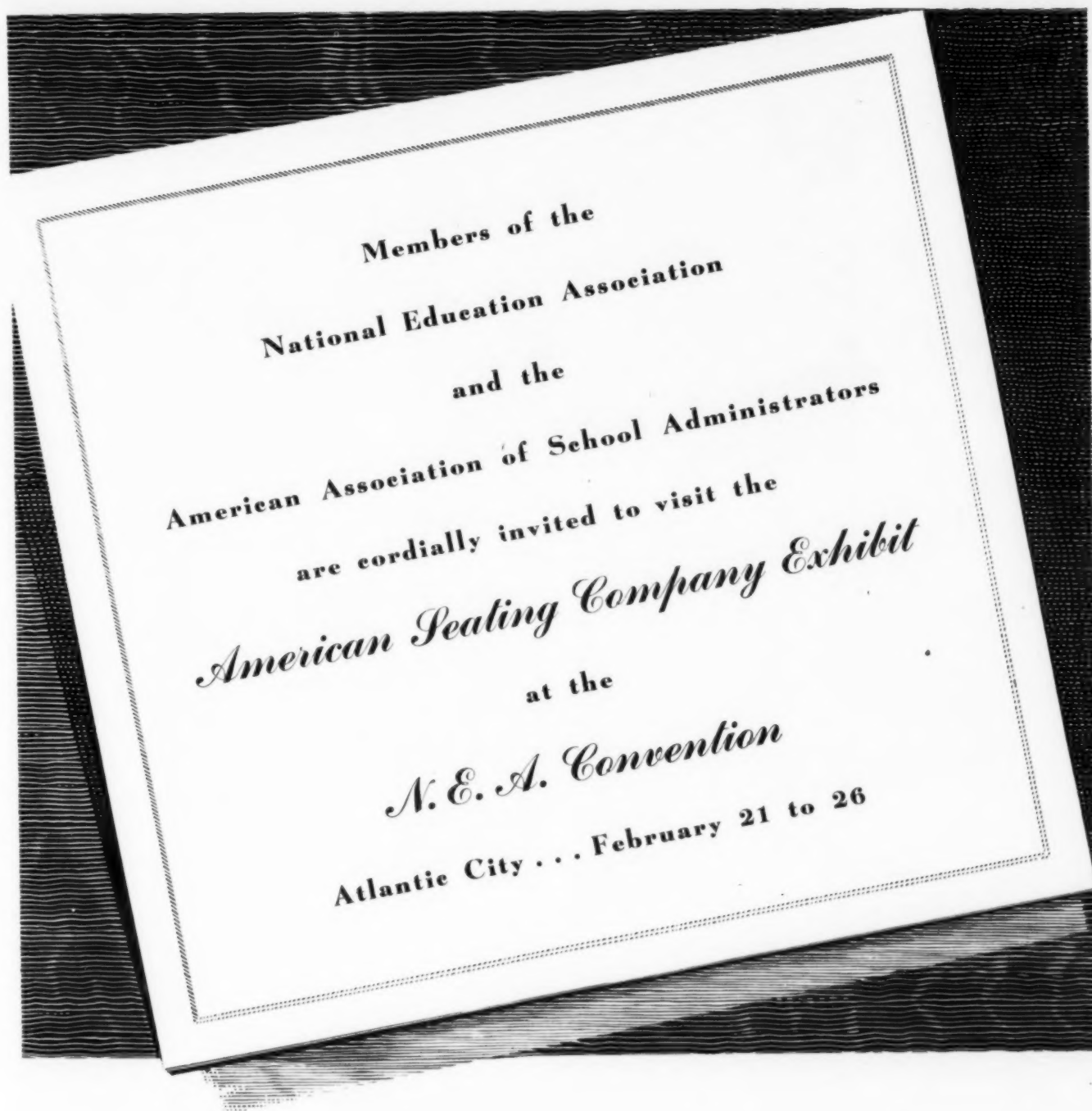
Humanity has suffered long enough. It is

time for men and women who possess leadership ability to rise up and argue the cause of the common man. Any dictatorship that takes away freedom of speech, freedom of the press, freedom of worship, is not for the common man.

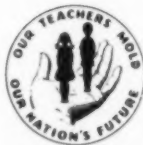
BUILDING AN AUDIO-VISUAL PROGRAM IN MICHIGAN CITY

A very worth-while audio-visual program has recently been developed in the public schools of Michigan City, Ind., under the direction and with the co-operation of M. L. Knapp, superintendent of the Michigan City schools.

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Department of Education



School Administration News

DISTRIBUTIVE EDUCATION IN AURORA

The board of education at Aurora, East Side, Ill., carries on in the high school, a practical program of distributive education for those students who will enter the local retail trade after graduation. The work which is under the direction of J. C. Chrisman, is primarily open to first half seniors who are enrolled for training during the entire school year.

Each student in the Distributive Education Department spends one class period in a vocational class and one class period in a related subject. In the vocational class the student's time is spent

in a vocational approach to the distributive occupation in which he is engaged. In the related class the student is trained in business English, business manners, business speech, and public relations.

The student's afternoon is spent in laboratory experience — working on the job. In this way, the part-time program brings the school and the employer together in a co-operative training effort.

The laboratory experience is supervised by the school's co-ordinator. The co-ordinator spends three class periods daily working with the employers who are sponsoring the practical experience of the student employed in business.

During the school year 33 local firms have co-operated with the East High School in this work.

ROUND-THC-CLOCK SERVICE

The board of education at Imperial, Neb., is co-operating with civic organizations in opening

the Chase County High School building for community use. During the current winter, the building is given practically round-the-clock service. It is open as a city auditorium, adult gymnasium, and veterans' hall, and a wide variety of community groups are using the building after the regular school hours.

SANTA FE HIGH SCHOOL HOLDS OPEN HOUSE

It was back to school for 78 per cent of parents of Santa Fe, N. Mex., high school students when the school held open house in the high school on December 10. The response by 339 family units was an overwhelming surprise to the teachers and administrators.

During a 50-minute class period the parents were given an idea of schoolroom procedure. At the close of the period one of the weekly school talent assemblies was held, followed by a social hour.

The purpose of the open house was fourfold: to give parents an introduction to school life, to acquaint them with the school's responsibilities, to make it possible for them to meet their child's instructors in the school atmosphere, and to break down the prevailing parental belief that parents are generally welcomed only when their child is in difficulties.

SCHOOL PATROLS RECOGNIZED

The results of school and city administrations working together in Winona, Minn., was recognized by Governor Luther Youngdahl, on December 16, when he personally presented five-year school patrol service certificates to five boys from the Jefferson Junior High School in Winona.

Chief Walter Haeussinger, of the school patrol, gives much credit to the work of Miss Inez Adams, instructor at the Jefferson Junior High School, in charge of school patrol work, for the high quality and success of the patrol at the school. There are at present 32 school patrolled intersections in Winona, and 199 patrol members in the 12 schools where patrols are in operation.

THE GOSHEN SCHOOLS AND LOCAL PRESS

Under the direction of Supt. Robert B. Weaver, the public schools of Goshen, Ind., have enjoyed the privilege of two or three articles weekly in the local newspapers. Each of these articles has discussed briefly, and interestingly, aspects of the educational program carried on in the schools. The essays have ranged from a discussion of the problems of the school plant and school finance, to the difficulties of developing the high school program and the special services of the industrial co-ordinator. The papers are in each case written by a teacher or a man in a supervisory position, and are prepared entirely on the basis of the local program. The parents of children are particularly kept in mind, and simplicity of language and a lack of formality characterize the articles.

While the work of such departments of the schools as the cafeteria and building maintenance are rather amateurish, the school authorities under Mr. Weaver's direction have caught the elements of interest that will hold readers.

The series is to be continued during the balance of the school year.

► Cedar Rapids, Iowa. The school system is this year beginning the process of eliminating the departmentalization practice previously followed in grades four to six. A modified departmental plan is being tried out in the schools with the idea of eliminating the practice in the elementary grades.

► Fairfield, Ala. The school board has purchased new equipment for the business education department, including mimeograph machines, electric typewriters, calculators, and standard typewriters. The new equipment is intended to provide the best training so that graduates may enter local industries as trained workers.

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THE IMPORTANCE OF THE FIELD TRIP IN TEACHING SOIL CONSERVATION IN THE GALESBURG PUBLIC SCHOOLS

John H. Griffith¹

"There ain't no gullies in Knox County." This may not be good grammar, but these are the exact words of a sixth-grade girl beginning the study of local soil conservation in Knox County, Ill. This little girl was not alone in feeling that the subject of soil con-

¹Galesburg, Ill.

servation was something far removed from her experience and surroundings in Galesburg. Oh yes, it might be important to a child in China or even one in Georgia, but certainly not important right in her own prosperous, American community. How to make this important subject come to life and how to make it a part of the child's experience was the problem faced by the teachers in Galesburg. Here was something that just couldn't be mastered from the printed textbook.

This subject was made a part of the child's experience in some of the following ways. First, came a discussion of the importance of the soil and the showing of film-strip material emphasizing that everything we eat and wear

and even our houses come from the soil. A study of pictures of soil erosion and soil conservation practices was now made, and such terms as sheet and gully erosion, overgrazed pasture, strip cropping, check dams, and contour farming were explained. When possible, motion pictures of these problems in farming and safeguards were shown.

Now that the children had an understanding of some of the problems involved in the term soil erosion, it was time to make it a part of their experience. Colored slides of erosion and soil conservation practices in their own county were shown, and the children were thus prepared for the field trip which they were about to take. It is one thing to look at the picture of a gully, but it may never be truly understood until that child actually stands on the edge of such a gully and is told that a horse and a cow were killed when they fell into it. Seeing strip cropping in a picture may not bring understanding, but not so when the child stands on the hillside among the alternate strips of grass and corn.

Thus, the children in Galesburg, in cooperation with the Illinois Soil Conservation Department, were able to make field trips and to actually experience what they had learned in the classroom. This is the finest kind of learning.

There were many types of follow-up. One popular method was the building of a collection of pictures on soil conservation, using as the basis the colored slides that had been taken on the field trips. These same slides were used for parent-teacher association meetings, at which time children described the problems of conservation and the correctives used as the slides were projected, and one of the students served as the operator of the film-strip machine.

Thus, the children of Galesburg are learning that soil conservation is important not alone in far-off places but right in their own township and county.

BAKERSFIELD ADOPTS OBJECTIVES

Each spring the board of education and Supt. John L. Compton, of Bakersfield, Calif., set forth a list of specific objectives for the next ensuing school year. For the year 1947-48 the list of immediate objectives includes 11 points and are based upon current local needs. The objectives are as follows:

1. To continue the effective teaching of the fundamental tools of learning, (the three R's) and to require definite standards of achievement in accordance with the abilities of children;
2. To strengthen the program of instruction in music and in health and physical education;
3. To expand the program of instruction for physically handicapped pupils;
4. To make absolutely sure that children are taught the fundamental principles of American citizenship so effectively that foreign ideologies will never influence them;
5. To proceed as rapidly as possible with the construction of additional schools and the additions to existing schools in order to eliminate "double-session" classes;
6. To develop a better program of general public relations;
7. To develop a more effective plan of home and school relationship;
8. To increase the services of the Department of Attendance and Child Welfare;
9. To provide uniform standards in the operation of the cafeterias;
10. To develop a better plan for the orientation of teachers entering the Bakersfield city schools for the first time;
11. To continue to plan co-operatively.

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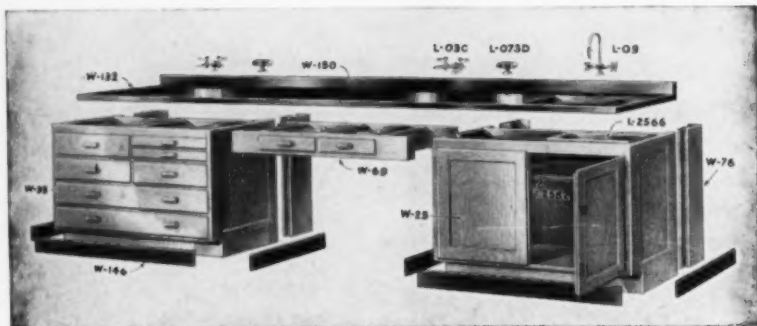
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THE ADEQUATE SCHOOL GROUNDS

Carroll D. Bush

A large, fine schoolhouse, set upon grounds just large enough to give a bit of room about the building, is not a pleasant sight to most school people. At least we will agree that a bad mistake has been made. Considerable work as an athletic director some years ago made such a situation almost a crime to me. Where growth is to be expected provision should be made for the enlargement of the school grounds as well as of the building itself.

With small grounds, a certain amount of repression is necessary and repression is surely recognized as undesirable in a child-centered program of education in which the whole growth of the child — physical, mental, and moral — is contemplated. Plenty of room is worth more than its cost to the district in the aid it gives to the administration of the school.

Rural schools often are situated on small grounds, even though broad fields lie beyond the school fence. Small grounds are less excusable in the country and suburban towns than anywhere else, for land in the country is vastly cheaper than city lots. It is to the credit of the cities that playgrounds for children are provided in the parks or adjoining the schools. Even where the cost of land is prohibitive, there is some play space in every neighborhood so that no child need go without healthful outdoor activities.

The suburban districts are the most frequent offenders in their lack of public playgrounds. It is true that the "exclusive" residential suburbs provide large school grounds; it is in the industrial areas and the low-price, real estate subdivisions that the lack of land for school grounds is most seriously felt. The growth of these latter districts, since the automobile has become universally the poor man's means of transportation, has been marked by unprecedented rapidity. And these areas promise to continue to grow as the postwar drift from the crowded city areas is encouraged

by the housing shortage and improved transportation.

There is a curious inconsistency in the action of residents in these suburban communities. In spite of the fact that they have bought homes where they enjoy fresh air and a plot of ground much larger than they would have in the city, the voters are niggardly in providing an ample site for the school. Perhaps they do not realize the difficulty of handling from 150 to 500 children at play — the school authorities have not convinced them.

Lest it be said that the need for school grounds is less where there are open fields, may it be urged that ample school grounds are just as important in the country as in the city. The possibility of doing damage to property, particularly to crops, is real, and where suburban fathers are away from home from early morning to night, the control of children is a problem. A supervised school playground is a real help in keeping boys from trespassing, and worse. A school playground is not a luxury, it is an investment.

Circumstances are so different in communities that no single rule can be laid down for the area of school grounds. The final estimated size of the school, based on probable top-level population of the community, is one necessary starting point. The cost of land in an undeveloped district is so much lower than it will be when the area is fully occupied, that it is not thrift to "await developments." An equally necessary consideration is the school's program of physical education and play and the area needed for the activities now engaged in and those likely to be developed. Ten acres are not too much for a school of 500 pupils.

Baseball takes up the most space on school grounds. In our district the boys have no ball grounds, except those at the school. If the American boy does not have an opportunity to play ball, he is losing some of the training we consider American. We have found that two acres of land in a square are just large enough to furnish a good ball field for the larger boys of a school of

eight grades. This could be slightly smaller, but a fence would have to be put up to protect the girls and smaller children from flying balls.

We have altogether four acres. With the school building and a small lawn, the garage, a basketball court, and playground apparatus, the other two acres are well filled. We would like tennis courts and a swimming pool if the district felt affluent enough to install it. At present the only place for swimming is a small and undoubtedly insanitary creek.

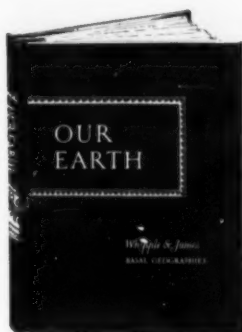
Our four acres are quite adequate with the present enrollment of about 250. The district is growing rapidly and, if the recreation activities are at all centered in the school as seems probable, much more land is needed. School gardens would take more land still, though the district seems to be one to which they are not suited.

NEW PROJECTS UNDERTAKEN IN WYOMING

The Wyoming board of education near Cincinnati, Ohio, has undertaken two interesting projects with the co-operation of the members of the school faculty. The first is a comprehensive survey, covering eight major headings, and including such important phases as village characteristics, educational program, pupil achievement, school organization and population, school plant operation and maintenance, financial status, administration, supervision, and instruction, and school finance and business management.

The second is the establishment of a remedial reading center to diagnose cases of unusual reading difficulties, and to offer special help to students retarded one year or more in reading. The center is in charge of a teacher especially trained for this work. A nurse and a psychologist are also in regular attendance at the center.

The center, which has been in operation since September, 1946, has already proved to be of invaluable service to the children of the community.



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New Books

Heritage of Freedom

Compiled and edited by Frank Monaghan. Cloth, 150 pp., \$3.50. Princeton University Press, Princeton, N. J.

This book describes the historic background and significance of the collection of basic documents, important current books, and magazine articles which are included in the exhibits of the Freedom Train. The work presents a fine cross section of the principles and motives which have established and maintained freedom in the American Republic and have developed our relations with the world. The most important documents are reproduced in facsimile. The book is especially valuable for history and civics classes.

Deutsche Gespräche

By E. P. Appelt and A. M. Hanhardt. Cloth, viii-211 pp., \$1.56. D. C. Heath & Co., Boston, Mass.

This German conventional reader is a delight. Its authors have discovered that conversational situations can include the radio, the automobile, going to the movies, the telephone, and other commonplaces of present-day living. The exercises are varied and interesting and introduce a vocabulary that is modern and colloquially useful. The method avoids easy parallels and insists upon memorization, dramatization, and genuine student effort. With a slight effort, even the teacher who insists upon traditional methods and materials, will find the book quite usable.

Science: A Story of Discovery and Progress

By Ira C. Davis and Richard W. Sharpe. Cloth, xiii-538 pp., \$2.36. Henry Holt & Co., New York, N. Y.

This general science is planned to provide a balanced course for grades eight or nine.

Practical Exercises in Business Arithmetic

By James L. Twohig. Paper, 124 pp., 72 cents. D. C. Heath and Co., Boston, Mass.

A workbook designed to give students intensive practice in the fundamental operations of arithmetic as applied to a variety of business situations. This workbook, available in consumable and nonconsumable editions for students of ninth grade and up, is arranged in the follow-

ing units: simple records and reports, cash sales, cash-books, billing and sales books, inventories and stock records, profit and loss, pay rolls, intervals of time, postal charges, percentage, installment sales, pricing merchandise, measurements, averages, and applications of decimals.

The Faith of Our Fathers

By A. J. Cloud. Cloth, 253 pp., \$1.68. D. C. Heath & Co., Boston 16, Mass.

This "Handbook on the Constitution of the United States" discusses in part one the basis of government and the framing of the Constitution and in part two analyzes the several articles and amendments to the Constitution. An extensive appendix provides further factual material concerning the states, the presidency, etc. The chief value of the book seems to lie in the practical explanations of the working of the Constitution, especially the activities of Congress and in the growing power of the President. The chapter on the need and nature of government suffers from oversimplification and a limited view of the nature of man.

Junior Mathematics

Book I. By Clifford B. Upton and Kenneth G. Fuller. Cloth, xxi-328 pp., \$1.36. American Book Co., New York 16, N. Y.

This first-year mathematics for the junior high school embraces roughly the work taught in the seventh grade. The first three chapters provide a review of the basic arithmetical processes, and fractions and decimals. Subsequent chapters apply the knowledge of decimals to percentage and the comparison of numbers. Practical applications are also provided in the way of arithmetic in the home, banks and banking, and measurement. Particularly significant chapters take up the simplest ideas of geometry, the making of graphs, and measurements. The 72 units of study are followed by improvement tests, and each chapter includes a review, a series of tests in problem solving, and a diagnostic test. For use during the year, a complete series of remedial exercises and tables for reference are included.

Mathematics in Action (Second Edition)

By W. W. Hart and L. D. Jahn. Cloth, Book I, 340 pp., \$1.28; Book II, 324 pp., \$1.36; Book III, 438 pp., \$1.52. D. C. Heath and Co., Boston, Mass.

Prepared for junior high school, or the corresponding grades, each book in this revised series contains material arranged for a reasonable minimum course, besides addi-

tional material, marked optional, which the teacher may assign to the more capable students or classes. This revision has served to replace outmoded prices and other factual information with material that is as current as possible.

Book I includes: geometric figures, integers, common fractions, measurement, decimal fractions, percentage, graphs, straight lines and angles, fractional rates per cent, circles, banking practices, and transportation.

Book II includes: review of the fundamentals, geometry in industry, formulas, mensuration, percentage, insurance, banking, taxes, investments, equation, and positive and negative numbers.

Book III includes: review material, everyday geometry, scale drawing and graphs, formulas, laws for equation solving, signed numbers and monomials, taxes, investments, polynomials, equations and problems, factoring and quadratics, and algebraic fractions.

Robinson Crusoe for Young Folks

Retold by Stella and William Nida. Cloth, 128 pp., illustrated, \$1.20. Beckley-Cardy Co., Chicago, Ill.

To a middle-aged reader who, in his boyhood devoured Defoe's story and enjoyed the eighteenth-century English, the reading of the present book is a puzzling experience. But it must be said that the brief sentences, the simple language, the omission of tiresome details, the dashing illustrations give the story a setting which holds the interest even of an adult and cannot fail to thrill children from 9 to 12.

Economic Roads for American Democracy

By William Van Til. Cloth, 252 pp., \$1.80. McGraw-Hill Book Co., New York 18, N. Y.

A high school text presenting the five basic proposals for economic progress within the framework of our democratic system. These proposals include: the traditional business system, restored competition, leadership by business, a two-front economy, and a governmentally planned economy.

Home Room Guidance

By Harry C. McKeown. Cloth, xix-519 pp., \$3.75. McGraw-Hill Book Co., New York 18, N. Y.

Teachers' and students' impressions of home rooms quite often do not coincide with theoretical statements about their value. In fact, it is not unusual to find home room activities regarded as a necessary evil by both of these groups.

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This discrepancy is not necessarily a reflection on the home room as such. Rather, it is an indication that something may be wrong with the way in which the program is carried out. McKnown's revision of *Home Room Guidance* should help to reduce this discrepancy between claimed and actual values.

Chapters I to XII are devoted to the philosophical and administrative aspects of home rooms. Here are discussed such topics as the relationship of home rooms to recent conceptions of education, bases of grouping students, internal organization, scheduling, sponsorship, program making, and evaluation of the home room.

Chapters XIII to XXV incl. are devoted to program material and activities for each of the areas of guidance—orientation, educational, vocational, moral, health, home, recreational, and the like. The fundamental approach, and the breadth of student needs covered, reflect the author's many years of intensive study of home room guidance in action.

The latter chapters are not intended as made-in-advance programs to be followed by the teacher. Rather, they are aids to a teacher as she tailors a program to fit her specific situation. Some of the material is taken from programs now used in schools. Answering questions is the most characteristic activity. The artistic teacher will broaden the scope of suggested activities, and will add to her knowledge by additional reading suggested in the bibliographies.

This book should be useful (1) as a reference book in every high school professional library; and (2) as a text or reference book in teacher training classes. Principals and teachers might save time, energy, and errors if they read and discussed this basic reference before plunging too deeply into home room activities. The organization and presentation is such as to make this study reasonably easy and pleasant.

Supervision in Selected Secondary Schools

By Allen Calvin Harman. Cloth, 181 pp., \$3. University of Pennsylvania, Philadelphia, Pa. Published by the Author, at Norristown, Pa.

This doctoral dissertation records the author's study of the methods and efficiency of supervision in 24 schools selected for earned reputation of efficiency in supervisory procedures. The concept of supervision as accepted is the conventional modern view of a co-operative democratic service, using scientific means intended to meet personal and social needs, to creatively improve instruction, and to stimulate desirable growth in teacher and student. The extensive analysis of the work in the schools surveyed places the conference with individual teachers at the top

of desirable procedures and classroom visitation at the bottom. The descriptions of the actual programs of supervision in five schools provide a clear picture of what can be accepted practically out of the author's long list of desirable purposes and procedures.

The Teacher's Economic Position in 1947

Bulletin for November, 1947. Published by the National Education Association, Washington 6, D. C.

The bulletin indicates that despite higher salaries for teachers provided during 1947, the value has been blotted out because of the rise in prices and the tendency toward inflation. The bulletin recommends that three steps be taken to insure needed improvements in teachers' salaries. These are: (1) restore recent losses in purchasing power; (2) restore teachers to their prewar status in the matter of earnings; (3) raise the economic status of teachers to a professional level. The bulletin gives recent figures with respect to the three improvements, and makes comparisons of conditions in 1939 with those in 1946 and 1947.

Spelling and Handwriting in the River Forest Schools

Paper, 28 pp. Published by the board of education of River Forest, Ill.

A practical teaching guide for use in spelling and handwriting, prepared by the River Forest teachers' spelling and handwriting committees. The outlines represent a summary of the procedures used to improve the teaching of these subjects.

School Business Executives

A Guide for Reducing Fuel Consumption in

Commercial Plants

By J. F. Barkley, Thomas C. Cheasley, and K. M. Waddell. Paper, 168 pp., 50 cents. Bulletin 466, 1947, U. S. Bureau of Mines. Government Printing Office, Washington 25, D. C.

In question and answer form, this bulletin discusses all of the problems of operating boiler plants for industrial uses. The recommendations apply splendidly to school buildings.

Douglas Fir Plywood

Commercial Standard CS45-47. Price, 10 cents. Government Printing Office, Washington 25, D. C.

This is the seventh edition of the commercial standard prepared co-operatively under the direction of the Commodity Standards Division of the National Bureau of Standards. It covers the grading requirements for seven grades of exterior type and five grades of interior type of Douglas Fir Plywood. Tests and requirements for two types of bonding are given.

A New Intermediate School District for New York State

By Julian E. Butterworth and Edmund H. Crane. Paper, 60 pp. Bulletin No. 1336, March, 1947, of the New York State Education Department, Albany, N. Y.

This report, which proposes a new type of intermediate school district for New York State, suggests a new intermediate district to take the place of the present supervisory district. Its function would be to help the local districts provide those educational services which can be given more effectively and economically through a larger area than the local districts. Part I states briefly the need for the new district, describes its characteristics, and how it would work. Part II is a tentative draft of an act to permit the creation of the new district.

School Plant Articles

Compiled by Dr. Ray L. Hamon. Paper, 6 pp. U. S. Office of Education, Washington, D. C.

A classified bibliography on school plants, selected from three educational periodicals from January, 1941, through September, 1946. These articles represent the best recent thinking on this important field of education.

Soaps and Other Detergents

Paper, 170 pp., \$2. Published by the American Society for Testing Materials, Philadelphia 3, Pa.

This compilation, prepared by a committee of chemists, soap manufacturers, and users of soap, embraces the standard specifications for (1) soaps, (2) detergents, and (3) combination soaps and detergents. The school-business executive will find every type of soap listed which is commonly used in schools, ranging from liquid toilet soaps to all the special soaps used in the shops and in the janitor's department. The specifications for detergents and combination cleaning materials is similarly complete. As an appendix, the bulletin includes a complete bibliography of technical articles and books on the cleaning of metals and metallic surfaces. Especially valuable throughout the book are the test methods and analytical procedures for sampling and analyzing soaps and soap products, and the definitions of soaps and detergents used in the trade.

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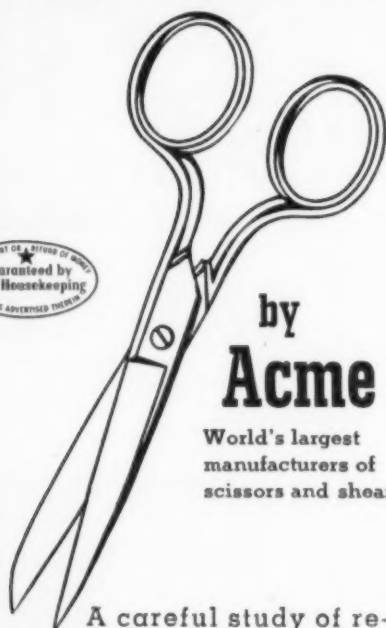
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THE ATLANTIC CITY CONVENTION

The American Association of School Administrators is planning for February 21 to 26, in Atlantic City, the largest and most comprehensive convention in its history. The general program is to be developed around the problems of postwar education and the speakers are to include such outstanding personages as Dr. Lyman Bryson, of the Columbia Broadcasting System; Miss Eva Carmichael, exchange teacher from England; Dr. D. J. Rose, president of the National Council of State School Boards Associations; James Lee Ellenwood, secretary of the New York State Executive Committee of the YMCA; and Oscar R. Ewing, Federal Security Administrator.

The allied organizations in the number of nearly 60 groups will hold sessions during the convention. The National Council of State School Board Associations, under the leadership of Dr. D. J. Rose, is planning three sessions, including a luncheon meeting.

An extensive exhibit of school building plans, sketches, and models, sponsored by the 1949 Yearbook Commission on School Buildings, will represent practically every state and will include nonurban as well as urban communities. Plans for site development will also be displayed.

The commercial exhibit, displaying the latest in instructional supplies and equipment, is expected to be more extensive in character this year. This exhibit will include everything from lead pencils and textbooks to school buses.

School Board Conventions

NATIONAL COUNCIL OF STATE SCHOOL BOARDS WILL MEET IN ATLANTIC CITY

The secretary of the National Council of State School Boards Associations has announced the tentative program for the meeting of the Association, to be held February 22 to 25, in Atlantic City. President D. J. Rose, Goldsboro, N. C., will preside. The sessions will be held in the Atlantic City Auditorium.

At the first session, Arthur J. Crowley, New York City, will talk on "Public School Problems." At the dinner meeting in the evening, Supt. Willard Goslin, Minneapolis, Minn., will discuss "Necessary Improvements in American Education."

At the second session on Tuesday, Mrs. I. E. Porter, Bakersfield, Calif., will talk on "The UNESCO," giving a report on the Mexico meeting. Dr. Calvin Grieder, Boulder, Colo., will give a talk on "Evaluation of Insurance on School Buildings." Fred G. Thatcher, of Louisiana, will discuss "Evaluation of Merit Systems for Teachers."

The final session on Wednesday will be devoted to committee reports, new business, and induction of new officers.

MONTANA SCHOOL BOARDS ELECT OFFICERS

The Montana School Boards Association, at its annual meeting, elected new officers for 1948. H. L. Stamp, of Miles City, was elected president; B. H. Gulickson, Big Sandy, was named first vice-president; V. F. Gibson, Great Falls, second vice-president; W. A. Christiani, Glendive, third vice-president. Two members of the executive committee named were V. A. Koentitz and Mrs. Clifford Miller.

The Association has selected Great Falls as the meeting place for the next convention, to be held some time in November, 1948.



DR. GOSLIN ELECTED

The active members of the American Association of School Administrators have, by a mail vote, elected Dr. Willard E. Goslin, superintendent of schools of Minneapolis, as president of the organization for 1948-49. The vote was completed and verified on January 10.

Dr. Goslin, one of five superintendents nominated for the office, will succeed Supt. Herold C. Hunt, of Chicago, on March 15 at a directors' meeting in Washington.

Dr. Goslin has been active in the affairs of the Association for some years. From 1923 to 1930 he was superintendent of schools at Slater, Mo., and from 1930 to 1944 his work as superintendent at Webster Groves attracted national attention. Since 1944, he has been chief executive of the Minneapolis school system. He is a graduate of the University of Missouri, and has served as chairman of a number of A.A.S.A. committees and commissions.

COLORADO SCHOOL BOARDS WILL MEET IN DENVER

The annual meeting of the Colorado Association of School Boards will be held at the Albany Hotel, in Denver, on April 1.

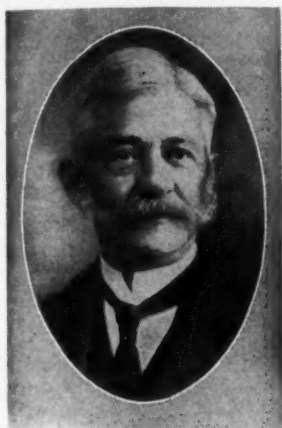
Information may be obtained from Dr. Calvin Grieder, secretary of the Association, at the University of Colorado, Boulder.

INDIANA AUDIO-VISUAL DIRECTORS ORGANIZE

Directors and building co-ordinators of audio-visual materials in the schools of Indiana and instructors and directors of visual education programs, on December 12 organized to form a professional association. A temporary committee, comprising Vernon McKown, New Albany, as chairman, and Catherine Broderick, Fort Wayne, as secretary, had been in charge since October.

The association has four purposes namely: (1) to provide an opportunity for directors to become acquainted and to work together on mutual problems; (2) to act as a clearinghouse for ideas and projects of state-wide concern; (3) to provide direction and co-ordination for the audio-visual programs of the state; and (4) to develop projects of assistance to directors of audio-visual education. A total of 48 men and women eligible to membership attended the meeting and became charter members of the Audio-Visual Instruction Directors of Indiana.

Following the meeting, the Association elected officers for 1948 as follows: president, Vernon McKown, New Albany; vice-president, Robert Schreiber, Mishawaka; secretary-treasurer, Carolyn Guss, Indiana University, Bloomington. Members of the Executive Committee are Catherine Broderick, Fort Wayne; Doris L. Lynn, Indianapolis; Milford Jarboe, Evansville; Clyde Miller, Gary; and Henry W. Schulze, LaPorte.



The American Public is increasingly Health Conscious

In recent years Federal and State Governments have launched elaborate Health Programs.

Special attention has been focused on the subject both in and out of the schools by Doctors, Parents and such organized groups as Parent-Teacher Associations and Women's Clubs.

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School Law

Schools and School Districts

There are no vested rights in the existence of a school district, and the Kansas legislature may extend or limit their boundaries, consolidate two or more under one, or abolish a district altogether. — *State ex rel. Miller v. Common School Dist. No. 87, Brown County*, 185 Pacific Reporter 2d 189, Kans.

The Iowa statutes relating to the establishment of a consolidated school district should be liberally construed. Ia. code of 1946, § 276.1 *et seq.* — *Zilske v. Albers*, 29 Northwestern Reporter 2d 189, Ia.

School District Government

The principal of a Louisiana high school was not personally liable for athletic equipment purchased by him for the high school, where he acted only as an agent for the school board within the scope of his employment. — *Lowe & Campbell Athletic Goods Co. v. Tangipahoa Parish School Board*, 32 Southern Reporter 2d 84, La. App.

School District Property

Where the contractors agreed to construct school buildings for a Georgia county board of education, at a certain price, and took the contract knowing that they could not begin the work until the Federal Government made funds available, and they were authorized by the board to proceed, the contractors took the risk of rising prices during the interim between the acceptance

of the contract and the beginning of the construction thereunder. — *Martin, Ginter & Powers v. Liberty County Board of Education*, 44 South-eastern Reporter 2d 462, Ga. App.

Where the contractors were already bound by a contract to construct school buildings for a Georgia county board of education for a certain price, a resolution of the board to add an additional amount to the contract price would not be binding upon the board since it was without consideration. — *Martin, Ginter & Powers v. Liberty County Board of Education*, 44 South-eastern Reporter 2d 462, Ga. App.

LEGALITY OF SCHOOL BOARD OF ARLINGTON COUNTY, VIRGINIA, SUSTAINED

The legality of the elected Arlington County school board has been upheld by the Circuit Court of Arlington County, in a six-page written opinion, in which the court ruled as constitutional the law under which the county was permitted to conduct a referendum to determine who should be elected or appointed to the school board.

The validity of the referendum law was contested a month ago by members of the old board, who announced their intention of remaining in office until the question was settled. The court's ruling, which resulted from a hearing of the old school board's suit, overruled the contention of the plaintiff's that the state law was unconstitutional. Members of the old board had charged that the measure was arbitrary, and not reasonable and appropriate, on the ground that it was a special law which could be applied only to Arlington and no other county.

SCHOOL LAW

► Children in foster homes are entitled to free school privileges in the district in which they reside, according to an opinion rendered by Homer L. Kyle, assistant attorney general of Nebraska. The attorney said that the law will not tolerate any quibbling over the fine points of legal residence in this respect.

► The Supreme Court in Washington, in a decision rendered on January 12, has held that Negroes are entitled not only to receive in state institutions any sort of educational training that whites can get in such schools, but to get it as quickly as any other group. A strict application of the order gives the state of Oklahoma just three days to admit a Negro, Miss Ada Lois Sipuel, to the law school of the all-white University of Oklahoma, or set up separate and equal facilities for her. The new semester opened January 15 and there is no Oklahoma law school for Negroes now. By putting the order for immediate issuance in its decision, the Court gave the state no opportunity to object. Ordinarily, counsel has 25 days in which to petition for a rehearing.

► Alfred E. Lentz, administrative adviser of the California State Department of Education, has reported several recent decisions of the California Appellate Court as follows:

The operation of a "released-time" plan under the California Education Code, § 8286, permitting the excusing of public school pupils from school for participation in religious instruction does not violate section 4 of article I, or section 30 of article IV, or section 8 of article IX of the state constitution where there is no appropriation of public money in support of any sect or denomination and no teaching of sectarianism in the school system (*Gordon v. Board of Education of the city of Los Angeles*, 78 A.C.A. 498).

In proceedings for the dismissal of permanent classified employees of a school district maintaining a merit system under the California code sections 14101 *et seq.*, the employee is entitled to have the statutory procedures for dismissal strictly followed and if such procedures are not so followed, the dismissal is ineffective and the employee is entitled to recover the amount of his accrued salary during the period he is prevented from performing his duties, less the amount he received from other employment during such period (*Ahlstedt v. Board of Education of city of Los Angeles*, 79 A.C.A. 1056).



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School Board News

BOARD MEMBERS HONORED

"School boards have to fight for a good many of the things that they want for their communities, and that kind of fight makes for good, strong character." So said Samuel Buckwalter, of Charlestown Township, Chester County, Pa., at the testimonial dinner held recently by his fellow members of the Charlestown school board to pay tribute to his more than 40 years' service as a director.

Buckwalter's statement might well apply to himself, for his long career in the interests of the public schools of his district has been highlighted by many struggles in which he has taken a vigorous, progressive part, and earned the respect and affection of the community at large.

Elected to the Charlestown School Board in 1905, Buckwalter was made president of the body two years later, and has remained in that office continuously ever since. Recently he was re-elected a director for another six-year term. From 1931 to 1935 he served as president of the Chester County School Directors' Association.

Buckwalter a farmer, bank director, and for many years a Pennsylvania Railroad station agent at Devault, Pa., was a leading figure in the crusade which resulted in consolidation of the Charlestown township schools in 1925. The district was one of the first in the county to abandon the one-room rural school in favor of a modern consolidated building.

The dinner held in Buckwalter's honor was arranged by Henry J. Soulen, Harvey B. Fisher, John M. H. Hamilton, and George Baughman, school directors of the district, and was attended by members of the consolidated school faculty and schoolmen from all over the county.

THREE SCHOOL BOARD MEMBERS RENDER EXCEPTIONAL SERVICE TO THE COATESVILLE SCHOOLS

One hundred and two years of school board experience were lost to the public schools of Coatesville, Pa., on December 1, when three members of the school board retired after service on the board. Dr. S. H. Scott, who retired after 54 years' continuous service, was president of the board for 44 years; Dr. J. S. M. Pratt completed 30 years' service; and Dr. S. W. Ridgway left the board with 18 years' service to his credit.

Dr. Scott who was first elected to the board in 1893, became president in 1903, and has served since that time in office. During his tenure the Coatesville schools enjoyed their greatest growth and development. The high school graduating class grew from two members to more than 300 each year. The school plant was enlarged from one building of six rooms



Dr. S. H. Scott
President



Dr. J. S. M. Pratt



Dr. S. W. Ridgway

to four elementary schools, two junior high schools, and a senior high school. The average daily attendance has reached slightly over 3000 and the faculty comprises 140 instructors. The 75-room Horace Scott Senior High School, which culminated a 50-year dream of Dr. Scott, was named in his honor. He was also responsible for acquiring the Scott Athletic Field, the site for which was provided personally by him.

Dr. Pratt, who was elected to the board in 1917, was named treasurer May 5, 1920, and ably carried on the duties of his office since that time. During his 30 years as a member of the board, he contributed freely of his time and ability and was active in maintaining the high standards of the Coatesville schools. Dr. Pratt's son has been elected to the board and recently assumed office.

Dr. Ridgway, who was a member of the board for 18 years, was generous in contributing both time and money toward the development of the schools. He was interested in the development of music throughout the school system and maintained a keen interest in boys and girls throughout his career. He organized the Young Men's Club, some members of which are today civic leaders in the community. The schools are enjoying a fine electric organ, which was a gift of Dr. Ridgway to the Scott High School in memory of a former superintendent. Many students were provided with musical instruments and were given the opportunity to learn music.

Dr. Ridgway has been identified with the most important civic and character formation organizations in the city. He is a member of an old and honored family, various members of which have been in public service since the founding of the city. The Ridgway Elementary School was named in honor of the Ridgway family. Dr. Ridgway is a graduate of the University of Pennsylvania and is an active member of the dental profession.

► Washington, D. C. A suit by a Negro girl for admission to a white junior high school has been dismissed by the District Court. Marguerite Daisy Carr, a 13-year-old student at the Negro Browne Junior High School, was refused a transfer to the Eliot Junior High School which offered full-time instruction. The court said that it had no authority to review the administration of schools delegated to the board of education unless there was evidence that legal authority was exceeded or that the administration was arbitrary.

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Teachers' Salaries

► The executive committee of the State Teachers' Association of New York State has advocated the sidetracking of a campaign to end promotional pay increases for teachers in favor of a drive for immediate salary increases. Miss Mary Sheehan, of Rochester, association president, said that letters and ballots had been sent delegate members asking reconsideration of a resolution seeking to make all salary increases automatic.

► Revere, Mass. The school board has voted salary increases for all members of the school department, involving an expenditure of \$84,000. The new schedule provides a new maximum of \$3,150 for men and women teachers, the women teachers to receive increases of \$400 beginning January 1, and the men to be paid \$200. Women teachers will receive \$200 increases in January, 1949, so that men and women will have equal pay in 1949.

► Southbridge, Mass. Cost-of-living increases of \$200 have been given to all members of the teaching staff. The teachers had previously requested 15 per cent increases or a flat increase of \$350.

► Akron, Ohio. The school board has approved a teachers' salary schedule for 1947-48, calling for a minimum of \$2,200 and a maximum of \$4,000 for teachers with a bachelor's degree. Teachers with a master's degree will receive a maximum of \$4,200, while those with training above the master's degree will be paid \$4,300.

► Boston, Mass. The school committee has voted to pay women teachers in the kindergarten and primary grades salaries equivalent to salaries paid men teachers.

► Nantucket, Mass. The school board has given \$200 cost-of-living increases to all teachers. The increases became effective January 1.

► Woonsocket, Mass. All teachers will receive increases of \$600 from the state in the form of bonuses, to be paid in March and June. The bonuses are in addition to the \$400 increase given last March, which means that the teachers will receive a total pay increase of \$1,000 over a 15-month period.

► Nashville, Tenn. The school board has given salary increases of \$20 per month, retroactive to September 1, to all city teachers. Teachers with bachelor's degrees will be paid from \$225 to \$305 per month, depending upon their experience. All nonteaching employees were given raises amounting to \$5,000 per month.

► Worcester, Mass. Salary increases for school employees amounting to \$600,000 are provided for in the new 1948 budget of the board. The increases include \$200 to those earning \$3,000 or more a year, and \$300 to those earning less than \$3,000.

► The average annual salary received by Arizona teachers during the past five years has increased by \$1,200, according to a chart prepared by the state department of education. The present average salary of \$2,950 annually represents an increase of \$545 over last year. The average salary in the state is now \$625 above the national average of \$2,325, with only five states in the nation paying higher annual salaries. In addition to the salaries paid, an amount equal to \$4.98 for each \$100 in salary paid was placed in the retirement funds in each county during 1947.

► Chadron, Neb. The school board has given blanket increases of \$100 per year to 30 teachers, a part-time teacher, and four custodians.

► Wisconsin Rapids, Wis. The school board has adopted a salary schedule for 1948, pointed toward a recognition of the preparation of teachers; responsibility attached to the teacher's positional quality of the service rendered; value of the teacher to the system; and length of service in the system. The schedule which calls for salary increments based on a nine months' school year, includes salaries ranging from \$1,900 to \$2,400 for teachers having two years' profes-

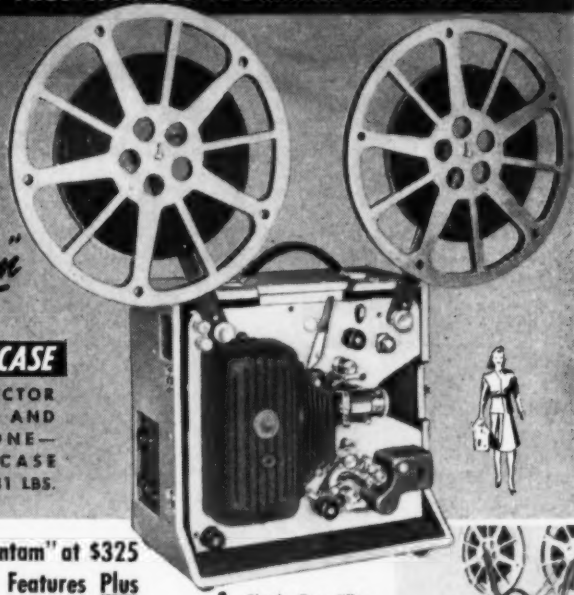
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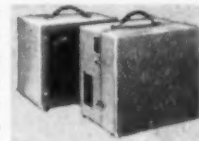
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sional training, and \$2,000 to \$2,800 for those having three years' preparation. Teachers with a bachelor's degree will be paid from \$2,100 to \$3,600; those with a master's degree will receive \$2,300 to \$3,800. Teachers with less than a bachelor's degree must attend at least one summer session in each three-year period to receive the annual increments. A teacher's advancement in the schedule depends upon a successful rating in point of all of the criteria. Failure to attain any one or more points means that the teacher remains stationary in the schedule. Compulsory retirement becomes effective at the end of the school year in which the teacher attains the age of 60.

► Sheboygan, Wis. The school board has adopted a new salary schedule for 1948, calling for increases in all brackets, and in addition, wage adjustments for professional employees, and non-professional employees, increases for hourly employees and substitutes, and adjustments in the

salaries of principals and vice-principals. Teachers holding a college degree will be paid a minimum of \$2,300 and a maximum of \$3,500; those having a master's degree, a minimum of \$2,500 and a maximum of \$3,700; plus an additional increment of \$300 for married men. The maximum salary for senior high school principals was set at \$6,200 per year, and vice-principals at \$4,500; junior high school principals at \$4,800, and assistant principals at \$200 above the schedule, plus an additional \$300 if married; elementary principals were allowed \$300 above the schedule, plus an additional \$300 if married; and assistant superintendents at a maximum of \$5,200.

► Belleville, Ill. The school board has adopted an amendment to its rules, providing that any employees absent from work because of a subpoena or jury duty must be paid the difference between their salary and the fees, if any, they receive. While this has been the practice of the board, it was never made a part of the rules.



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► Jacksonville, Ill. The school board has adopted a plan for the retirement of teachers who are over 65 years of age. Beginning next September, all those 70 years of age or over will be retired. In the following year, the retirement age will be 69, and after that the age will be reduced one year at a time until 1952.

► The Indiana state board of education has adopted a new policy which requires deferment in the issuance of permits to teachers whose educational requirements are not in keeping with the subjects taught. Such teachers are required to enroll in some institution to receive further training before they may receive a permit to teach.

► Beatrice, Neb. The school board has ap-

proved monthly cost-of-living adjustments of \$13.50 for 112 teachers and other school employees. The increases, which are retroactive to January 1, affect all employees but the superintendent, and will increase the pay roll by \$12,500 during the current contract period.

► Waltham, Mass. The school board has approved a new salary schedule for 1948, calling for new minimum and maximum salaries based on years of experience and amount of professional training. Teachers with three years' preparation and one year of experience will begin at \$2,200 and advance to \$3,800 in the sixteenth year. Teachers with a bachelor's degree will start at \$2,200 and go to \$3,900 in the seventeenth year. Those holding a master's degree will start at \$2,300 and go to \$4,000 in the seventeenth year. No increments will be paid in 1948 but in January, 1949, the present personnel will advance

toward the maximum; women teachers will receive \$200 a year increments until they reach the level of men with equal experience and preparation; thereafter they will advance at \$100 a year toward the maximum; beginning with January, 1949, men teachers will advance \$100 toward the maximum. All teachers will receive adjustments ranging from \$300 to \$500 based on the amount of experience. Those with 37 years' experience or over will receive adjustments of 75 per cent of the differential between their base salary and their new teaching maxima.

LA GRANGE APPOINTS SALARY POLICY COMMITTEE

The board of education of School District 102, La Grange, Ill., by resolution has authorized the appointment of a committee to make a thorough study of teachers' salaries, salary schedules, and to make recommendations relative to a salary policy for the district.

The committee will consist of one representative from each P.T.A. in the district, a teacher from each building, the president of the Faculty Club, a representative from the Administrative Council, three members of the board of education, and ex-officio members consisting of the president of the board of education and the superintendent of schools. Mrs. Nell Hashagen, a teacher in the Cossitt Avenue School, has been elected chairman of the committee.

The committee will be divided into subcommittees to determine through research and study various areas essential to a sound salary policy. Such areas will include merit evaluation of teachers' services; leaves of absence, with and without pay; the minimum and maximum salaries for various levels of training; the number of intervals on the schedule; and the amount of credit to be given for experience outside the district. The committee is scheduled to make its preliminary report to the board of education in January of 1948.

DEMING ADOPTS TRAVEL CREDIT PROVISION

The board of education of Deming, N. Mex., at the suggestion of Supt. J. Lloyd Miller, a year ago adopted a travel credit provision as part of the salary schedule. The plan which is the special work of the three committees, has been accepted by the teachers' association.

Under the rules, the travel must be planned to contribute to the cultural background and the professional standing of the individual teacher.

An evaluating committee of the teachers' association must approve applications before the trip is made. The application must include the proposed itinerary, a statement of the preparation for the trip, and the anticipated value. A written or oral report of the trip must be approved by the evaluating committee after its completion.

Most of the reports of trips have been of a type which proved useful in classroom work. One teacher presented an interesting 8mm. colored motion picture film of the places visited. Others prepared scrapbooks containing picture collections and literature. These scrapbooks proved intensely interesting to a large number of children privileged to see them.

It is further provided in the board rule that five weeks travel may accumulate 7½ hours' college credit on the salary schedule, which is worth a \$60 salary increase. Credit for a trip cannot be obtained twice and no increase may be earned more than once every two years. Travel credit and academic credit may be combined and earned during the same summer.

Mr. Miller feels that the travel credit provision has been successful. During the first year of operation, 8 of the 60 local teachers earned travel credits. Some trips were a complete tour of the United States from coast to coast; others were made to Mexico to help in the Spanish classes. Most of the travel was limited to Mexico and had as its purpose direct contact with places and political institutions with which social science classes are concerned.

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NAVY RECRUITING POLICY FOR SECONDARY SCHOOLS

The Navy Department, through the Bureau of Naval Personnel in Washington, has outlined its new recruiting policy to obtain prospective recruits in the high schools of the country. The navy points out that it wants every young man to get as much education as possible and not leave school prematurely. It aims to maintain relationships with the school authorities upon a plane acceptable to them in every respect.

The navy calls attention to its needs in the way of 131,000 new enlistments during the present fiscal year. It appeals to prospective high school graduates and other competent young men who may qualify for training in electronics and other highly technical fields.

It is expected that the schools will help in the enlistment program by presenting the navy vocational-career opportunities to their students along with other occupational information. A kit of

factual information will be furnished to high schools and vocational schools.

The recruiting program has the approval of officials of the American Association of School Administrators, the U. S. Office of Education, the American Vocational Association, and the National Association of Secondary School Principals.

MANISTEE STREAMLINES BUSINESS

The school board at Manistee, Mich., has adopted new rules to shorten meetings of the board and to simplify administrative work. The new rules are designed to streamline the administrative business and to relieve the board of burdensome details. The rules are as follows:

1. A carefully prepared list of topics to be discussed at each meeting is to be prepared by the superintendent and sent to each member at least three days before the monthly meeting, together with a copy of the minutes of the preceding meeting.

2. Individuals or organizations desiring to present matters to the board are asked to first contact the superintendent at least five days before each meeting.

3. No matters presented by outside individuals or organizations are to be taken up for discussion by the board unless they are included in the agenda for the meeting.

4. The superintendent is definitely charged with the responsibility of deciding matters presented by individuals or organizations, if possible, or of presenting such matters to the board for consideration if he feels that the questions are of such import as to require board discussion and approval.

5. To the superintendent is definitely delegated the responsibility of making petty expenditures involving less than \$200, but purchases involving expenditures above this amount must be approved by board action.

6. The superintendent is charged with the responsibility of acting as "liaison" between school employees and the board of education but the board may call in any school employee or group of employees for consultation if necessary.

7. The superintendent is further charged with the definite responsibility of acting as "liaison" between all individuals or organizations outside of the school-employee group, but the board reserves the right and privilege of calling in such individuals or organizations for consultation when necessary.

8. The board reserves the right and privilege of holding executive session when it deems such procedure wise and necessary.

9. The superintendent is further charged with the definite responsibility of relieving the board of education of as many of the details of administration as deemed advisable and within the bounds of good management.

10. The board, both individually and as a body, is urged to diligently follow the practice of making, from time to time, such suggestions as it deems appropriate for the superintendent to follow and execute in the management of the public schools.

COMING CONVENTIONS

Feb. 4-5. Pennsylvania State School Directors' Association, at Harrisburg. Secretary, P. O. Van Ness, Harrisburg. Headquarters, Penn-Harris Hotel.

Feb. 12-13. Oklahoma Education Association, at Tulsa. Secretary, C. M. Howell, 306 Key Bldg., Oklahoma City. Exhibits, Joyce Saunders, Central High School, Tulsa.

Feb. 16-20. National School Service Institute, at Chicago, Ill. Secretary, L. E. Parmenter, Palmer House, Chicago.

Feb. 20-21. National Association of Business Training Institutes, at Atlantic City, N. J. President, Mrs. Margaret H. Ely, Pittsburgh 13, Pa.

Feb. 21-24. American Educational Research Association, at Atlantic City, N. J. Secretary, Frank W. Hubbard, 1201 Sixteenth St., Washington 6, D. C.

Feb. 21-26. American Association of School Administrators, at Atlantic City, N. J. Secretary, Willard Givens, Washington 6, D. C.

Feb. 25-27. N.E.A. Department of Adult Education, at Washington, D. C.

Mar. 1. Child Study Association of America, at New York, N. Y. Secretary, Mrs. Mary Campbell Lewis, 221 West 57th St., New York 19, N. Y. Headquarters, Roosevelt Hotel.

Mar. 3. Georgia Association of Superintendents, Board Members, and Trustees, at Atlanta. Secretary, Dr. M. D. Collins, State Office Bldg., Atlanta. Exhibits, J. Harold Saxon, Walton Bldg., Atlanta.

Mar. 3-6. Georgia Education Association, at Atlanta. Secretary, J. Harold Saxon, Walton Bldg., Atlanta. Headquarters, Municipal Auditorium. Exhibits, Mrs. M. B. Jones.

Mar. 7-9. Louisiana School Board Association; at Monroe. Secretary, Fred G. Thatcher, Baton Rouge 3, La. Headquarters, Frances Hotel.

Mar. 8-12. North Central Association of Colleges and Secondary Schools, at Chicago, Ill. Secretary, G. W. Rosenlof, 103 Administration Hall, University of Nebraska, Lincoln. Headquarters, Palmer House, Chicago.

Mar. 17-19. Mississippi Education Association, at Jackson. Secretary, Floyd C. Barnes, Box 826, Jackson. Headquarters, Hotel Heidelberg.

Mar. 18-19. South Carolina Education Association, at Columbia. Secretary, J. P. Coates, 1510 Gervais St., Columbia.

Mar. 20-23. California Association of Health, Physical Education, and Recreation, at San Diego. M. Jack Hoxsey, Park Administration Bldg., Balboa Park, San Diego.

Mar. 24-27. Eastern Business Teachers' Association at Philadelphia, Pa. Secretary, Bernard A. Shilt, Buffalo 2, N. Y. Headquarters, Franklin Hotel. Exhibits, E. E. Hippensteel, Atlantic City, N. J.

Apr. 1-3. Oregon Teachers' Association, at Portland. Secretary, Dr. Frank W. Farr, 220 S.W. Alder St., Portland 4. Exhibits, Dennis McGuire, 220 S.W. Adler St., Portland.

Apr. 15-16. Wisconsin Association of School Boards, at Milwaukee. Secretary, Mrs. Letha Bannerman, 1220 Highland Park Blvd., Wausau. Headquarters, Hotel Schroeder, Milwaukee.

Apr. 17-22. Music Educators' National Conference, at Detroit, Mich.

Apr. 19-23. American Association of Health, Physical Education, and Recreation, at Kansas City, Mo.

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SCHOOL DISTRICT CONSOLIDATION PROGRESSING IN ILLINOIS

Herbert B. Mulford

As a direct result of the steady pressure to reduce the excessive number of school districts in Illinois, almost startling progress may be reported. At the turn of the year roughly 12,000 school districts have been reduced by consolidations to about 9700. But the significance of the present campaign is best reflected by the estimate that, if the voters of the remaining districts follow the recommendations of 101 county survey committees, the total number may be reduced to approximately 1200.

From previous reports to the JOURNAL it may be recalled that Illinois has been trying out a system for consolidation that has been democratic in the extreme. In the 1941 session of the state General Assembly, legislation was adopted by which a program of county surveys was attempted in about 16 counties out of a total of 102. The purpose was to study local conditions as thoroughly as possible, make a tentative report to school boards, and hold public hearings which might result in popular elections on the recommendations of the committees. As the work closed in March, 1943, the results were very discouraging, only about 12 counties finished their surveys and almost universally the school boards and administrators failed to give support to recommendations. Moreover, work undertaken by the survey committees in many cases was stopped in full career by time limitations in the survey law. Even though groups of survey committees strongly urged principal educational organizations in the state to foster immediately fresh legislation to continue and expand the survey program, two years elapsed until a new law and fresh appropriations were granted in 1945.

New Legislation Effective

The pressures of inadequate finance and teacher shortage stimulated such an interest in the causes of educational inadequacies due to the multiplicity of tiny school districts that, when conventions of school boards in

the various counties met in 1945 to elect survey committees, 93 out of the 102 counties of the state adopted the course of study advocated in the law. So marked was the progress by the county committees that when extension of time limitations for reports and fresh appropriations were made available in the 1947 session of the General Assembly, eight more counties adopted the survey method. Only one county stands out sharply as doing nothing about its situation.

Under the present procedure, surveys are made by each committee, which then makes tentative reports with recommendations to a state advisory commission. These reports are publicized and hearings are held. After the state commission has suggested changes or approved the reports, it is incumbent upon the local electorate in the affected school districts to vote on the proposed recommendations. This compulsory election is the one most effective change in the present procedure over that of five years ago. At the same time it is eminently democratic for determining consolidation or no consolidation by the voice of the electors.

As in all similar situations, time is of great importance. Thus far 78 counties have sent in tentative reports and recommendations. This leaves about 15 counties to report outside the additional eight counties that may hardly be organized as yet. When a much smaller number reported some months ago on the recommendations, the averages suggested that the total of 11,880 at that time might be consolidated down to below 1500. At the present writing the averages indicate a reduction to a total of about 1200, or a ratio of about 1 to 12 of the districts reported upon.

Actions Anticipate Surveys?

Obviously it is too early to attempt to forecast what the elections will bring about. With the date for filing final reports advanced to June 1, 1948, delays may occur in many affected districts. However, it is possibly significant of continued progress toward voluntary democratic consolidation to note that the approximate 2200 reductions in districts came about before county recommendations were acted upon.

Tabulations reported by the Illinois Associa-

tion of School Boards indicate that thus far the recommendations by the county survey committees would create 16 county community units, 224 community unit districts, and 613 adhering to the dual system of elementary and high school districts.

The rapidity of changes in the Illinois situation, seeing that they, in a sense, forestall action on survey recommendations, is difficult to analyze. Robert M. Cole, executive director of the Illinois Association of School Boards, in a current bulletin, says: "What do all these changes imply? Are they indicative of good school reorganization, or are they attempts to forestall recommendations by the survey committees? We have not been able to find any evidence upon which to base reliable conclusions. The only thing we are sure of is that many public hearings are necessary so that people may have an opportunity to understand the proposals and voice their opinions pro and con before the survey committees submit their final reports. Recommendations in the final reports must be presented for approval or disapproval at referendums."

TEACHER SHORTAGE WORSE IN NEW JERSEY

The turnover of New Jersey teachers in 1947 was in an even more critical condition than in 1946, according to Dr. John H. Bosshart, State Commissioner of Education.

Reporting the findings of a committee on teacher shortage and related problems, Dr. Bosshart said that the study showed that more than one of every four teachers, or 28 per cent of the total number, were replaced in their positions within the past three years. A total of 2487 teachers were replaced in New Jersey schools since the end of the past school year, according to the report. There were 2690 replacements in 1946, and 2213 in 1945.

The report listed as factors contributing to the present alarming high percentage of teacher turnover the following: low salaries and salary schedules; unattractive working conditions, especially in the more rural areas; competition between communities with varying financial resources; and inadequate teacher supply. There is a shortage of approximately 2500 teachers in the state, representing one tenth of the total number of teachers, and a growing increase in pupil enrollment in the elementary grades amounting to 31,135 pupils.



The Disappearing One-Teacher Country School.

The one-room country school is making its last stand in Buena Vista County, Iowa. Only one of 96 rural schools which were operating when A. E. Harrison, county superintendent, took office 32 years ago still is open. The rest have succumbed to consolidation, giving the county the distinction of having the fewest rural pupils of any county in the state of Iowa. In the picture Supt. Harrison is shown with Miss Florence Field, teacher with the nine pupils who attend Lincoln 7. The county has 13 consolidated schools, one city school, and three parochial schools to accommodate 3,700 pupils.

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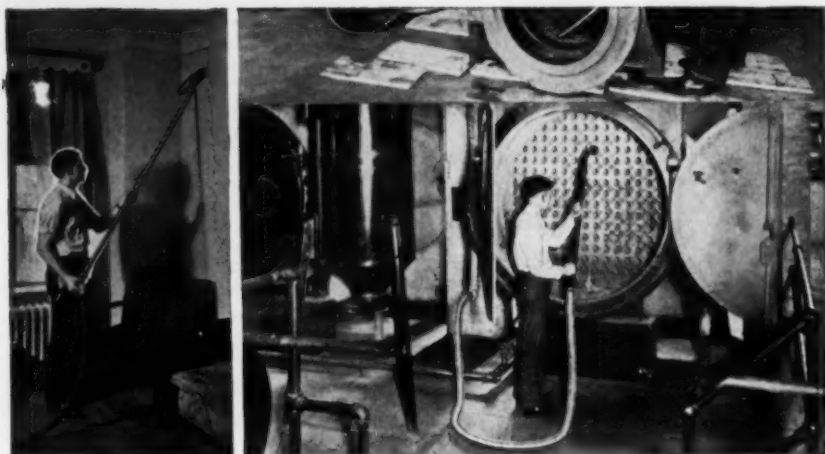
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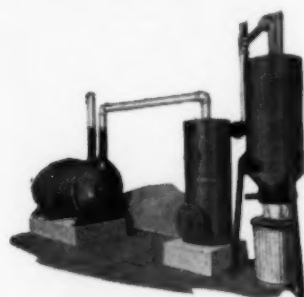
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HOUSTON REVIEWS TROUBLESOME YEAR

Members of the Houston, Tex., city school board are looking back on their 1947 record of work with a sigh of relief, and a hope that during the coming year their duties will be less heavy. Veteran school employees and members of the board join in saying that during the past 12 months there was a greater number of meetings, with longer hours, and more problems of major proportion that had to be solved, than in the entire past history of the board in the same period of time.

Misunderstandings, confusion, and a general dissatisfaction on the part of many parents, were aired in newspaper headlines many times. But the board members can look back with a feeling of a task well done and that success followed each forward movement.

Two contrasting events that gave the board many hours of puzzling thought was that when the \$25,000,000 school bond issue was voted on

during the summer, only 5418 of an estimated 75,000 qualified voters cast their ballot—4177 for and 1241 against the issue. Then, only a few weeks later, the first mass uprising on the part of the city's parents took place when a large delegation jammed the board room and paraded up and down in the hallway, demanding a change in the curriculum—return to the "fundamentals" of education as founded on the 3 R's.

Out of this movement grew the Houston Parent Education Association, a chartered, permanent organization, believed to be the first in the nation. Its object is to confer openly with the board members on the curriculum problem, a thing not allowed in the older organization of parents, the Parent-Teacher's Association, by its rules.

During the year the board saw construction begin on the first permanent school building in 12 years, a program which will eventually remove more than six hundred temporary shacks from the

school grounds in the district. Another cheering note to the educational system was when, for the first time in years, the school personnel director had on his roll a sufficient number of young college graduates who had prepared themselves for the teaching profession, ready to take on their task. The teachers' salary question was another bright spot which came after many long hours of consideration, with the teachers receiving a substantial raise in salary, backed by the state legislature.

A new group, the Parents' Committee for Better Education, which is not a part of the permanent Houston Parents Education Association, put in their appearance at the January board meeting with the following recommendations which they believed would add greatly to the school curriculum: a supervisor of English for the public schools, for grammar and spelling supervision in the elementary grades, and for English on the higher level; a supervisor of mathematics for all school levels and a supervisor of writing.

They also asked for the re-establishment of a reading diagnostic clinic to determine the reasons for a child's reading difficulties and make recommendations as to the child's needs for remedial reading.

Another matter which came up for consideration at the January meeting, and which was adopted by the board, was a resolution from the state board for a public relations program in all state public schools, which is patterned "to more fully prepare children for America's democratic way of life." The resolution said:

"In days of flagrant attack on our way of life the state board believes Texas students should be taught to have the fullest appreciation of the United States Constitution, and the American way of life . . . and be constantly reminded that our American system of free enterprise in government has proved, and is proving, superior to all others economically, socially, and politically."

The public school system has had a distinct loss in the recent death of Mrs. B. F. Coop who was a member of the board from 1929 until her resignation in 1943. During most of this time she served as secretary to the board.

Beginning her lifework as a school teacher in Greenville, Ill., she came to Houston in 1914. During all her service on the board she was outstanding in her promotion of better school plants, improved teacher salaries, adult and vocational education, and a wider use of the school grounds by the communities. She took particular interest in school cafeterias, and started the movement for free hot lunches for the underprivileged in the school cafeterias. Mrs. Coop first recommended the assignment of trained nurses to Houston's junior and senior high schools, which was adopted.

TEACHERS' SALARIES IN NEW MEXICO

An analysis of salaries of teachers, principals, and supervisors in the elementary and secondary schools of New Mexico is contained in the recent issue of the *School Review*, the official publication of the New Mexico State Educational Association.

According to the article, New Mexico ranks twelfth among the 48 states in average classroom salaries. The western states, with average salaries which outrank the \$2,744 for New Mexico are California, \$3,300; Arizona, \$2,940; Nevada, \$3,000; Utah, \$2,813; and Washington, \$3,200.

The median salary is \$2,744; that is, one half of the group receive more than this amount and one half receive less. The highest 25 per cent receive more than \$3,048.37, and the lowest 25 per cent receive less than \$2,425.83. The scale is graduated downward for those whose preparation is less than a college degree. Reports indicate that 274 teachers are employed this year whose qualifications are below those normally required. These employees are receiving salaries in the three lowest categories, and some part-time teachers may be included in these categories.

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Personal News

DEATH OF DR. WILLIAM H. HOLMES

Dr. William H. Holmes died at his home in Mt. Vernon, N. Y., on January 6.

Dr. Holmes who had completed a long period of school service, had a rich career and rendered exceptional service to the schools of his day. Born in Augusta, Me., September 13, 1874, he was graduated from Colby College in 1897, and received his Ph.D. degree from Clark College, and later attended New York University and Columbia University. After his graduation, he was appointed principal of a school in Putnam, Conn. In 1899 he was superintendent of schools in Grafton and Upton, Mass., and in 1903 he went to Westerly, R. I. He was superintendent of schools in Mount Vernon from 1913 to 1940 when he retired. He had been a lecturer for several colleges in the east, particularly Dartmouth and Pennsylvania State College, and was a past president of the Rhode Island Institute of Instruction. He was a member

of the American Association of School Administrators, the New England Association of Superintendents, the New York Schoolmasters' Club, and various other organizations. He was the author of a volume of poems which he had compiled on teaching.

DEATH OF WALTER K. McLAIN

Walter Kenneth McLain, secretary of the school board of Ottumwa, Iowa, for many years, died at his home in that city on January 1.

Mr. McLain, who had been in ill-health for the past six months, was given a leave of absence by the school board early last fall. He had been confined to his bed since November when his condition became critical.

Born in Ottumwa November 4, 1895, Mr. McLain attended the grade and high schools of the city, and later attended a business school. He served in World War I in 1917-18, and after his separation from service, made his home in Tulsa for four years, before returning to Ottumwa.

For the past 21 years, Mr. McLain had served as secretary to the school board of Ottumwa. At the time of his death he was vice-president of the National Association

of School Business Officials, and was in line for the presidency.

He is survived by his widow, Mrs. Irene McLain.

PERSONAL NEWS

► Jerry J. Vineyard, of Nevada, Mo., has succeeded C. E. St. John as superintendent of schools at Arkansas City, Kans. Mr. St. John, who retired on July 31, 1947, after a service of 29 years, had acted as superintendent and president of the junior college. During his administration, nine of the ten major buildings in the school system were constructed. He was responsible for the floating of a bond issue of \$300,000 for the construction of a junior college building and vocational shops.

Mr. Vineyard, who succeeds Mr. St. John, resigned at Nevada, after ten years as superintendent. He formerly served four Kansas communities in different positions, including Junction City, Paola, Kansas City, and Miltonvale.

► The National Phi Delta Kappa Fraternity, at its twenty-first national meeting in Kansas City, Mo., on December 30, 1947, elected new officers for the year 1948 as follows: president, EARLE O. LIGGITT, Munhall, Pa.; vice-president, GEORGE C. KYTE, Berkeley, Calif.; secretary, W. W. CARPENTER, Columbia, Mo.; treasurer, DOUGLAS G. GRAFFLIN, Chappaqua, N. Y.; historian, GLADSTONE H. YEUELL, University, Ala.

► SUPT. H. L. BARBER, of Mission, Tex., has been re-elected for a two-year term, with an increase in salary to \$6,000 per year.

► CLARENCE D. WALDEN, former superintendent of schools at Ludlow, Ky., died at his home on December 25. Mr. Walden retired in 1941 after a long period of service in the schools.

► E. W. VAN AKEN, of Armada, Mich., has accepted the superintendency at Romeo.

► SUPT. K. W. SCHULZE, of Crystal Falls, Mich., has been re-elected for a five-year term, with an increase of \$260 in salary.

► LAWRENCE GRAHAM has been elected superintendent of schools at Dakota City, Neb.

► SUPT. N. N. BERG, of Doland, S. Dak., has completed his work for a master's degree at the South Dakota State College. Mr. Berg majored in education.

► MERTON L. REYNOLDS has been elected superintendent of schools at Pierre, S. Dak. He succeeds R. E. Rawlins.

► DR. HELEN DWIGHT REID, a widely recognized authority in the international field, has been appointed chief of the European Section of the Division of International Educational Relations for the U. S. Office of Education. Dr. Reid served as lecturer in politics at Bryn Mawr College and as associate professor of history and government at the University of Buffalo. She has lectured before the Institute of Public Affairs and the Foreign Policy Association. She is the author of "International Servitudes in Law and Practice" and has contributed to a number of publications.

► DR. JOHN S. ALLEN, formerly director of the Division of Higher Education in the New York State Education Department, has resigned in order to accept the vice-presidency of the University of Florida at Gainesville. Mr. Allen joined the department in 1942, after serving ten years at Colgate University.

► ROBERT D. NEELY has been elected president of the board of education at Omaha, Neb. Mr. Neely who had been a member of the board for three years, had no opposition.

► The school board at Atlanta, Ga., has re-elected Ep. S. COOK as president. D. F. McCLATCHEY was renamed as vice-president.

► A. H. FUCHS, a member of the school board at Bancroft, Iowa, died in a hospital on December 24.

► ROBERT M. HAAS has been re-elected president of the school board at New Orleans, La. LOUIS H. PILIE was named vice-president.

► MERLIN C. WOLFE, of Marlette, Mich., has been elected superintendent of schools at St. Joseph, to succeed James A. Lewis, who has gone to Dearborn.

► J. LOUIS BOGGUS has been elected president of the school board at Harlingen, Tex. T. D. KING was named vice-president.

► DR. NOLAN D. PULLIAM, of Arizona, recently appointed to the staff of the U. S. Office of Education, has been given a leave of absence to become director of the U. S. Army's education forces in Korea. Dr. Pulliam will direct a staff of 70 educational specialists in Korea as part of the war department's re-education program for the youth in occupied countries.

► DR. H. B. WYMAN, a well-known Arizona educator, has gone to Germany where he has taken an assignment as education specialist, with headquarters in Berlin.

► A testimonial dinner honoring his twenty-fifth year as superintendent of schools of Cloquet, Minn., was given E. B. ANDERSON on December 11. The dinner was attended by teachers, school board members, and former board members, who presented the superintendent with a fine watch.

► ORLO J. ROBINSON, formerly principal of the Copernicus Junior High School at Hamtramck, Mich., has been elected superintendent of schools. He succeeds M. A. Kopka who resigned.

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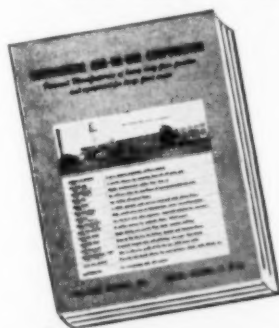
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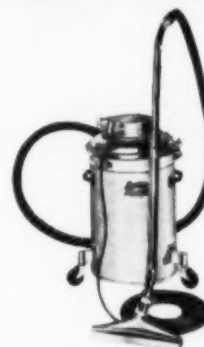
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School Building News

SCHOOL BOND SALES

During the month of December, 1947, school bond sales, in the amount of \$34,957,400 were reported. The interest rate was 2.23 per cent. The largest amounts of bonds sold were in Illinois, \$2,718,000; in Oklahoma, \$2,461,000; in South Carolina, \$7,078,000; in Tennessee, \$2,309,000; in California, \$1,943,000; and in Georgia \$1,550,000.

During the same month, short-term paper and refunding bonds were sold, in the amount of \$4,295,500. The largest amounts were in Florida, \$2,175,000; and in Ohio, \$1,289,500.

SCHOOL BUILDING CONSTRUCTION

Dodge reports that in 37 states east of the Rocky Mountains, contracts were let for 233 educational buildings, at a total cost of \$27,200,000.

SCHOOL BUILDING NEWS

► Minneapolis, Minn. The school board and the superintendent recently took up the matter of fire insurance on the school buildings for the next five years. The board has contacted mutual and stock companies in an effort to obtain the greatest premium saving consistent with sound and adequate insurance protection, and a number of companies responded with quotations. It was pointed out that in view of the increase in building costs, which had raised the value of buildings, the present coverage would not meet the 80 per cent coinsurance requirement, and that it would be necessary to place about \$9,000,000 of additional insurance to meet the requirements.

The board has decided to accept the suggestions of Supt. Willard Goslin that the annual premiums due on January 1, 1948, on mutual

insurance listed be paid in accordance with the terms and conditions of the contract with each company. Second, that qualified agents of stock companies whose policies would lapse January 1, be permitted to renew the same in the amount held by them, these agents to participate in the policies. Third, that forfeited and relinquished fire insurance be placed with the mutual and stock companies listed with the board. Fourth, that stock company agents now writing insurance be given a pro rata share of the commission on the relinquished insurance not applied for by new agents. All of the insurance is to be written for five years.

► Martinsville, Ind. The board of education and Supt. Floyd A. Hines have been faced with the impossibility of replacing old elementary school buildings at the present time, due to excessive building costs, shortages of materials, and a low bonding capacity. The board has, therefore, decided to begin a program of redecoration of the buildings, using different color schemes for a variety of lighting situations. One entire building has been completely relighted with fluorescent lighting. Floors and furniture maintenance have been stepped up. All of the old buildings have been improved in appearance by modern decoration, the laying of hall runners, and the installation of new lighting systems.

► Monroe, Mich. The voters of the Jefferson School district recently voted to exceed the 15-mill limitation by eight mills for a five-year period. They also approved a \$500,000 school-bond for the financing of a new central school building. During the summer, a cinder-block building was erected to accommodate the pupils of the sixth to the eighth grades. This building will be converted into a school garage when the new building is completed and ready for occupancy.

► Cedar Rapids, Iowa. The school board has begun plans for an addition to one of the elementary schools. The board will shortly call

an election to vote bonds for a new building program, to include three elementary schools, a renovation program for existing buildings, and a high school stadium.

► Stratford, Conn. The board of education has prepared specifications for bids to be received for the construction of a large gymnasium. The building which will have a musical section and an administrative unit, will seat 2500, and will cost approximately \$725,000.

► Waukesha, Wis. The city council has approved a \$40,000 purchase of land south of the city as a site for a senior high school, an athletic stadium, and a new elementary school. It is expected that part of the site will be used for the senior high school and an athletic field. About ten acres will be devoted to an elementary school, with a playground, parking, and landscaping. These projects are intended to meet present immediate needs for housing facilities.

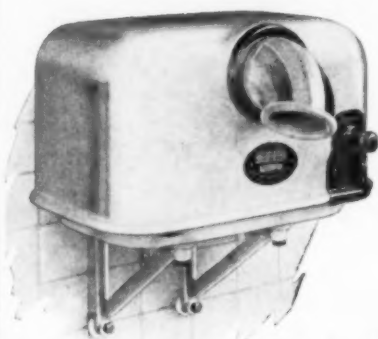
The board has co-operated with Prof. Guy Fowlkes, of the State University, in working out a new system of schools to meet future expansion as a result of increased enrollments and a highly increased birth rate. The recommendations call for the rebuilding of the White Rock School on a new site; the replacement of the Hadfield School; the elimination of the Union School and conversion of the land to playground purposes; the remodeling of the Lincoln School for elementary purposes; the utilization of the Edison and the present high school for a junior high school; a new Blair School; the enlargement of the Randall School; and the purchase of a new site on the south side for a new elementary school.

► McAlester, Okla. A gymnasium and administration building for the high school is in course of erection at the present time. The building which will contain administrative offices, a home-economics department, and band rooms in addition to the gymnasium, will be completed at a cost of \$185,000.

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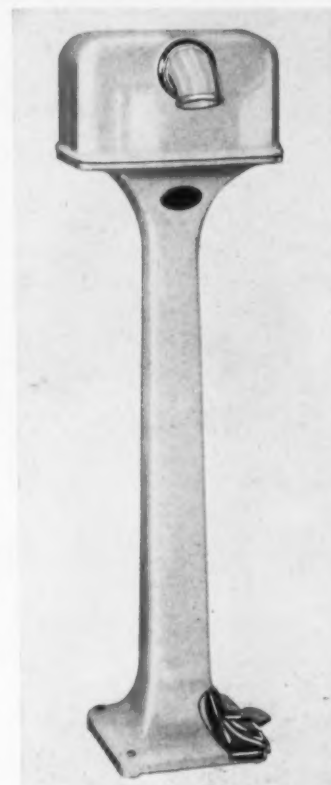
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► Port Arthur, Tex. The school board has let the contract for the construction of the Robert E. Lee school building, to cost \$708,141.

► Chattanooga, Tenn. The school board has begun plans for a school building program, estimated to cost \$5,000,000. The program which lists 22 projects, includes four new buildings, additions and alterations to 15 buildings, improved lighting, and modern equipment.

► Holland, Mich. The school board has decided to proceed with a lighting survey in the entire school system. The main project will be the study hall of the high school.

► Decatur, Ill. The school board has employed a Chicago firm to make an appraisal of its buildings and equipment for insurance purposes. A committee of the Decatur Association of Insurance Agents will make a restudy of a five-million-dollar blanket coverage for buildings and contents.

► Phoenix, Ariz. The school board has completed plans for the construction of a new administration building, to cost \$125,000. The building which will be one story high, will contain 43 rooms, a library, workrooms, file rooms, and physicians' rooms. Harold Ekman, Phoenix, is architect.

► Albuquerque, N. Mex. The school board has employed Dr. Nickolaus L. Engelhardt, of New York City, to make a survey of the city school plant, findings to be used in a long-range building program. The board has also voted to increase the insurance on the school buildings and equipment to 80 per cent of the present value. The new policy will be arranged on the five-year plan.

► Fort Worth, Tex. The school board has invited the representatives of the various city organizations to meet with the board to discuss a proposed school-bond issue of \$6,000,000. The board has begun plans for a building program to include 406 new classrooms, and to be divided into two groups. The first section to cost \$4,484,867, is to be completed in September, 1949, and

the second will be finished in September 1953, at a cost of \$3,798,239.

► Waukegan, Ill. The township high school board has employed Dr. William C. Reavis, of the Chicago University, to conduct a survey of the high school's future needs in the way of new buildings. Dr. Reavis' report is expected to dovetail with the survey he is now preparing for the city grade schools.

► Dallas, Tex. The school board has called for bids for the construction of the Sidney Lanier School, to cost \$750,000. Another proposed building is the Thomas A. Edison School. The Rusk School, to be remodeled, will be used as a center for speech conservation, sight conservation, and exceptional children's classes.

► Abbeville, La. The Vermilion parish school board has requested the State Bond and Tax Board to grant permission to present a school-bond issue to the voters, and to create a consolidated district to be known as Vermilion Parish School District No. 1. The board will employ a special counsel to direct the bond issue which is to be set at \$1,200,000.

► Cincinnati, Ohio. The school board has approved plans for a new athletic field and stadium, to cost \$357,355. The architectural firm of Harry Hake and Harry Hake, Jr., has been employed to prepare plans for the stadium.

► Shreveport, La. The Caddo parish school board has begun a survey of building needs in white and Negro schools. Committees of teachers, principals, and citizens will meet with the school administrative staff to discuss the needs of the schools.

► Baltimore, Md. Vandalism in the city schools has cost the city nearly \$25,000 annually, according to Business Supt. John W. Lewis. About one half of the amount is regularly spent to replace broken window panes.

► El Paso, Tex. Construction work has been started on the Mesita School, to cost \$387,200. The building, to occupy a 7½-acre site, will

include 18 classrooms, a music room, an auditorium-playroom, a cafeteria, and administrative offices.

► Lufkin, Tex. The school board has sold \$600,000 in school bonds to a syndicate of bond houses to finance the construction of two new schoolhouses.

► Parsons, Kans. The school board has accumulated \$92,000 in its building reserve. The fund has been increased by the addition of \$12,000 obtained in the last tax distribution. All money in the fund is invested in government securities.

► Electra, Tex. A number of school-plant improvements have been carried out in the schools during the current year. The interiors of all buildings have been repainted. Electrical, heating, and plumbing repairs have been made and some new equipment installed. The roofs of the high school have been repaired. The floors of the administrative offices, the gymnasium, and the school stages have been refinished, and extensive plastering repairs made. The high school library has been converted to an open-shelf type library, connected to a large study hall. The former separate study halls for boys and girls have been converted into class and storage rooms. A new field house has been erected for the use of the football and sports teams.

► Supt. Arthur Dondineau, of Detroit, Mich., in his recent annual report, points out that adequate schoolhousing is the chief problem before the board of education.

The board is confronted by rising costs of construction and the growth of the city, coupled with cessation of construction, has overcrowded most of the schools. In trying to meet the situation, the board has found its construction program hampered by rising costs. The report points out that only four of the 34 projects planned in 1946 had been completed by June, 1947. The aggregate cost was \$725,000 as against a 1946 estimate of \$386,000.



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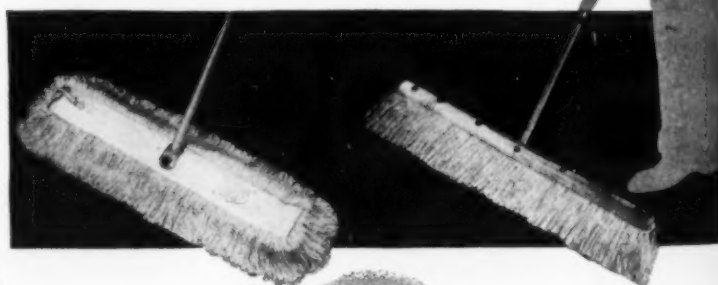
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School Finance and Taxation

ARIZONA PROVIDES STATE SUPPORT FOR SCHOOLS

The state of Arizona early recognized the principle of equalization of educational opportunity through state aid. The first appropriations for the aid of elementary and high schools were flat sums, distributed to the schools on the basis of average daily attendance. The amounts which varied inversely with the increase in attendance, ranged from about \$15 to \$20 per capita per annum. The total of these appropriations reached \$750,000 in 1919. In 1921, the state legislature passed a law, which changed the distribution from a flat sum to a specified rate per capita of A.D.A. in elementary and high schools.

In 1940, by legislative act, the people of the state provided a substantial increase and a differentiation in rates for attendance in high schools. The act sought to provide \$65 per elementary pupil and \$95 per high school pupil in A.D.A. the previous year.

In 1947, the state again increased the amount of state support, setting the amount for elementary schools at \$95 per pupil, but leaving that for high schools at \$95 as provided in the previous law. The total estimated school aid funds from all sources was \$9,748,520 in 1947-48, of which the general appropriations to schools of the state amounted to \$9,320,642.

The permanent school fund of the state amounts to approximately \$3,000,000, which is invested in safe interest-bearing bonds, and only the interest is spent annually. The fund is obtained through earnings from bonds and from large tracts of school lands which are leased for agricultural and grazing purposes. The earnings from bonds alone reach \$88,653.

FINANCE AND TAXATION

► Representatives of the C.I.O. Teachers' Union of New York City have presented to Supt. William Jansen a series of suggestions seeking to add \$50,000,000 to the school board's budget for 1948. One of the suggestions calls for a \$900-a-year salary increase for teachers above the scale provided in the Feinburg law. The group also asked for a single-salary schedule for school clerks, ranging from \$2,400 to \$4,200 a year. Other changes recommended were the elimination of overcrowded classes with a maximum class size of thirty pupils, and large-scale appointments of new teachers.

► Akron, Ohio. At the November election, the voters approved an additional operating levy for the public schools of 3.85 mills for a period of five years, beginning January 1, 1948.

► The public schools of North Carolina received 71 per cent of the general fund expenditures of the state in 1946-47, according to a recent report on state expenditures. The report showed that a total of \$54,786,382 was expended for schools during the year. Considering actual expenditures from all state funds, the public school expenditure was only 35.9 per cent, with all other funds taking 64.1 per cent.

► The Moses School Study Commission, of Virginia, in a report submitted by Senator Charles T. Moses, has recommended a general sales and use tax of not to exceed 2 per cent, together with other levies, to meet increases in the school expenditures of the state school program. It was estimated that the 2 per cent sales tax on public service corporations would raise approximately 23 million dollars. Revenues from other sources would bring the total to \$34,932,508.

► Waltham, Mass. The school board has approved a budget of \$1,107,140 for the year 1948, which is an increase of \$158,267 over 1947. Of the total, \$884,242 is for salaries, \$187,719 for other expenses, and \$20,829 for equipment.

► Texas City, Tex. The school board has sold \$1,300,000 in school bonds to a local bank at

an interest rate of slightly more than 3 per cent. The bonds are part of an issue of \$1,850,000 approved by the voters last October.

► Battle Creek, Mich. The school board has created a new citizens' committee on school finance, composed of 32 persons representative of business, labor, professional, and other community groups. The committee will consider particularly financial problems of the schools.

► New Britain, Conn. The school board has adopted a budget of \$2,110,339 for the year 1948-49, which is an increase of nearly \$500,000 over the year 1946-47.

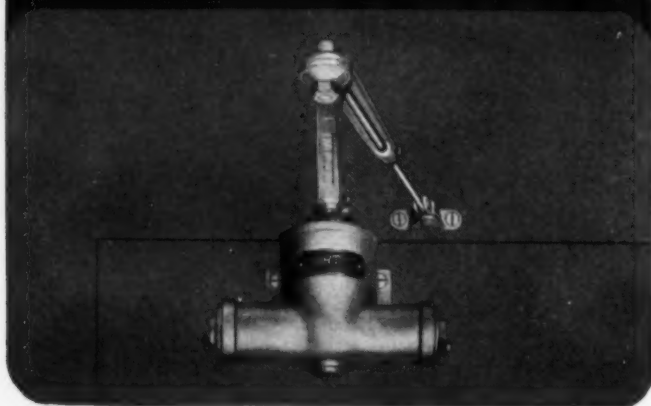
► Houston, Tex. The 1948 budget of the school board calls for \$12,000,000. The anticipated revenue from all sources will reach \$13,500,000, which is \$2,000,000 more than last year. About one half of the revenue will be spent for teachers' salaries and salaries of other school employees.

► Louisville, Ky. The school board has prepared a budget calling for \$5,647,000 for 1947-48. The greatly increased budget is necessary this year to meet the annual salary increases of teachers ranging from \$500 to \$700. The board's request was approved for a restoration of the building reserve fund, calling for a 5½ cent tax, for a total of \$1.35 for all school purposes.

► New York, N. Y. The CIO Teachers' Union has suggested to the school board a new budget for 1948-49 calling for an increase in expenditures of 50 million dollars. The Union pointed out that inflation had wiped out the \$900 salary increases of teachers and urged that the salaries be raised commensurate with the increased cost of living since 1946.

► Houston, Tex. The school board, in December, sold to a New York syndicate \$5,004,000 of the \$25,000,000 school-bond issue approved by the voters last June. The bid, the lowest of four received, carries an average interest rate of 1.9588 per cent, and a premium of \$950.76. The bonds which are short-term, will mature over a six-year period, beginning January 10, 1949, in installments of \$834,000.

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TULSA BOARD SOLVING GROWTH PROBLEMS

The school board of Tulsa, Okla., is completing an expansion program involving a cost of \$4,500,000, but even with this program there will be insufficient facilities to care adequately for the school children, particularly of the elementary school level.

Supt. Charles C. Mason and the members of the school board are constantly facing population increases and recent shifts indicate that additional school facilities will be needed in at least three sections of the city. The board has attempted to predict population trends and resulting needs in buildings and sites for the past ten years. It has maintained a policy of keeping five years ahead of school building needs but now it is faced with ten-year forecasts.

In the next few years, the board will be compelled to purchase up to ten sites for new schools. Congestion in five schools means that new buildings will be needed, and new sites are urgently demanded in three other sections. The board has already purchased a site for a new elementary school.

The school board is studying data and compiling statistics on enrollment and school population. The first crop of war babies born during 1942 is now appearing in the kindergartens, and it is expected that the situation will become serious by 1952. The figures for 1946 show a birth registration of 5010, and an estimated 6000 so far in 1947.

HARVARD NOON HOUR PROGRAM

The Harvard Community High School at Harvard, Ill., has developed a plan of beneficial recreation for its students during the noon hour. Since one half of the enrollment of 400 students, mostly children of farm families, eat at school the noon hour problem has always been present.

During the noon hour period, the entire upper floor is closed to students, except those who wish

to study. All students are on their honor and require very little supervision. From 12 o'clock on there is teacher assistance in the upper hall.

When the weather permits outside activity, the inside games are discontinued and outdoor sports prevail. These include softball, hardball, tennis, horseshoes, and touch football.

During the winter months when students must remain inside, a variety of games and sports are provided in the lower hall. There are tables for ping-pong, checkers, chess, and Chinese checkers. There are tournaments for boys and girls. Along the hall can be found dart and carom boards, as well as ringtoss games. The school aims at maintaining a great variety of activities.

In the gymnasium, such activities as basketball, volleyball, and kickball are encouraged. Boys use the gymnasium three days, and girls two days of the week. Tournaments are encouraged. Students who do not participate are present as spectators.

Although the teachers realize that the noon hour arrangement has not entirely solved their problem, they feel that a beginning has been made toward successful noon hour recreation.

SCHOOL ADMINISTRATION

► A new high school program, has been introduced in the high school at Goshen, Ind. Supt. Robert E. Weaver, in providing an outline, has given an explanation of the methods used in enlarging and improving the program of studies of two departments in the high school. These two departments are (1) industrial arts and vocational education, and (2) business education. The work has resulted from an enlargement of the respective departments and has been undertaken to make the expanded programs as effective and comprehensive as possible.

During the present school year, efforts have been made to enlarge and improve the business education department. Two new teachers have been provided and considerable new equipment purchased. The new setup is intended to provide a forward-looking program that will be a credit

to the high school. The program for industrial education was recommended by the local industrial leaders and evaluated by Purdue University. It is expected that by the end of the present year, both departments will have sufficient students who can be recommended to Goshen employers. Employers will be encouraged to contact the instructors before employing high school graduates to be sure that they have completed the required work and have good scholastic records.

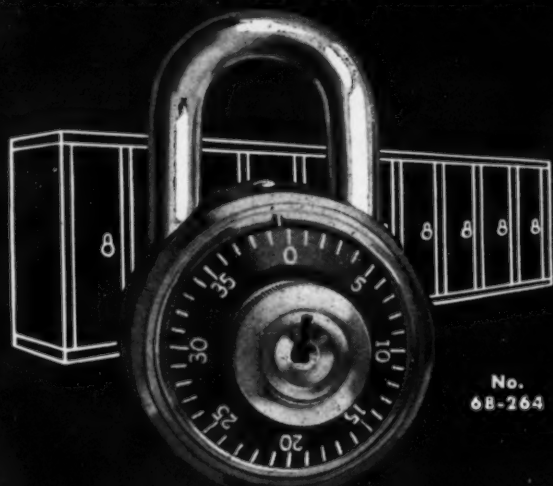
► A complete reorganization of the Arizona state school system has been proposed by L. D. Klemmedson, state superintendent of instruction. The first step has been taken with the appointment of a 20-member professional advisory committee which is to outline constitutional and other changes necessary. Among the changes are a reorganization of the state board of education and making the superintendent an appointive officer.

► Until the New York State legislature outlaws the Communist party, a board of education in the state may not make membership in this party the cause for dismissal of a teacher, according to a ruling of Acting Commissioner of Education Lewis A. Wilson.

The ruling was given in the course of a decision ordering the Board of Higher Education of New York City to reinstate Francis J. Thompson, a war veteran and an instructor at the City College of New York, together with several years' back pay.

► A survey of projected building plans of Arizona schools is being made by the State Department of Public Instruction in preparation for a school-building planning conference early in 1948. The State Department has made arrangements for a conference with two representatives of the U. S. Office of Education, who will advise the school authorities in how to plan new structures for the maximum efficiency and at the minimum cost.

securely yours!



No.
68-264

NATIONAL COMBINATION LOCKS

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● Locker security . . . yours at low cost . . . with these fine combination locks by the National Lock Company. Case is of double steel construction. The No. 68-264 masterkeyed lock has a stainless steel outer case. Dial finished in black enamel with numerals and gradations in white enamel for easy visibility. Shackles are 5/16 inch steel.

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● Write today for complete information on National Locks. Please give title and school affiliation. Free sample will be sent to you upon request.

NO. 264 MASTERKEYED SELF-LOCKING SHACKLE LOCK

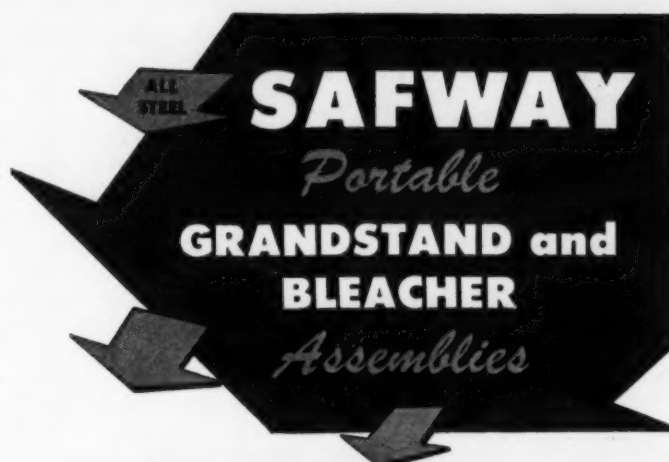
● With stainless steel case. Masterkeyed so that it may be opened by authorized custodian if necessary. Where locker supervision is important, this lock proves the ideal answer.

NO. 265 SELF-LOCKING SHACKLE LOCK

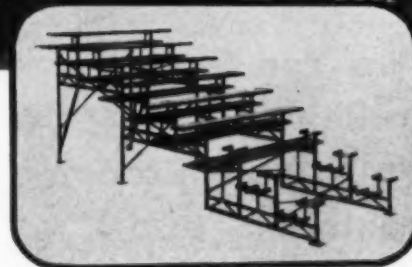
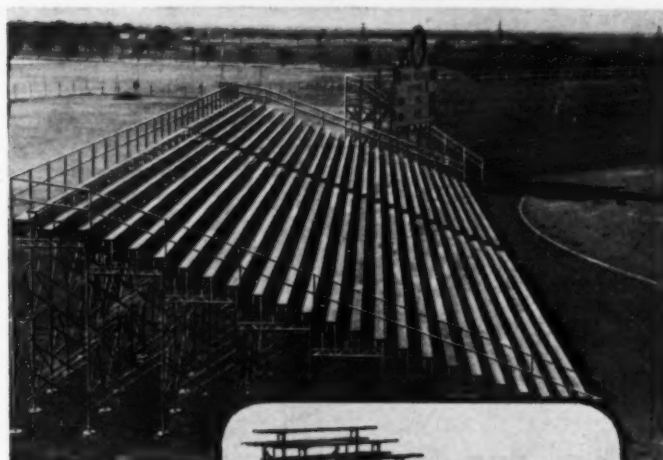
● Rugged. Easy to use. Extremely well suited for school lockers. Dial is locked against rotation when shackle is open. Combination is disturbed when shackle is closed. Requires dialing to three numbers. This lock is not masterkeyed.



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ROCKFORD • ILLINOIS
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For supplementary seats or your complete bleacher structure, outdoors or inside. Provide roomy, economical *permanent seating* as long as you need it . . . yet are completely *portable* and usable in other forms whenever you wish.

The engineered design assures incomparable safety. Welded frames of structural steel tubing are quickly joined with cross bracing to form an integral structure of the desired capacity and shape. No tools are required. Dismantling is equally fast.

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- **ADAPTABLE** — extra rows or sections easily added. Base structure of seats above first 9 rows can also be utilized as work scaffolding in any required form.

FREE CATALOG — Get complete information on Safway grandstands and the entire Safway line — write today for your copy of Catalog AJ 248.

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(Bookbinders for Three Generations)

A PROMOTION AND GROUPING POLICY FOR THE ELEMENTARY SCHOOL

(Concluded from page 38)

of grouping, the pupils would be assigned to home rooms on the basis of chronological age and social maturity. As the instruments for evaluating social maturity and measuring organismic age are refined, better classifications may be made. However, the organization of the school with its great flexibility and communication between, and within, groups, makes a definite group assignment meaningless, since the child in his day-to-day activities would be a member of many groups.

The present graded school organization can be retained since some similar grouping is necessary. However, the sharp demarcation between grades would disappear, and regrouping would be done at any time during the year when a need for it arises.

The elementary school would have no failures or promotions as such, but would simply have the function of developing the child as fully as possible in a given number of years.

SCHOOL PLANT PLANNING AND SCHOOL SAFETY

(Concluded from page 42)

with fire-resistive walls and ceilings, with openings amply shuttered with automatic closing fire doors. There should be at least two exits from this furnace room, one of which should be to the outside.

Auditorium units, gymnasium, corridors and exits should be equipped with signs marked "EXITS." These signs should be 4½ inch block letters which should be so designed that they are clearly visible at all times. These exit signs should be lighted by current which should be taken off ahead of other circuits in the building. Municipal or outside fire extinguishment facilities are desirable. It is also generally considered desirable to provide the building with extinguishing facilities such as fire extinguishers and standpipe and hose units. These in-the-building facilities probably have some value in personal protection, but are of more value in protecting property than in protecting pupils' lives. If a fire is discovered in time for it to be extinguished by a hand extinguisher or a small hose, it is possible that all the pupils could be evacuated from the building. Sprinkler systems installed in schools are valuable particularly in hot spots such as shops, home-economic units, storerooms, stages, etc. All buildings should be equipped with adequate fire alarm systems. These systems should have bells or gongs of a tone distinctly different from those of the regular class bells. They should be so arranged that they may be used for fire drills and for emergency evacuation. The importance of fire protection in school buildings, brought out in the President's Conference on Fire Protection held in Washington, D. C., on May 6, 7 and 8, should not be overlooked.

JASON COLD FORGED STEEL SCHOOL SCISSORS

Proved by test the most-wanted scissors for all cutting uses in . . .

SEWING • TEACHING • OFFICE • SCHOOL KINDERGARTEN • AND GENERAL UTILITY NEEDS



Made in Popular Standard Sizes. Out-Ranks All Other Scissors in the same price range.

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- ASSEMBLED WITH SCREW HEAD RIVET.
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Services Free to School Officials
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THE 1948 SHOP ANNUAL of Industrial Arts and Vocational Education

The authoritative source of information and guidance in organizing, planning, and equipping schools shops

Ready February 16, 1948

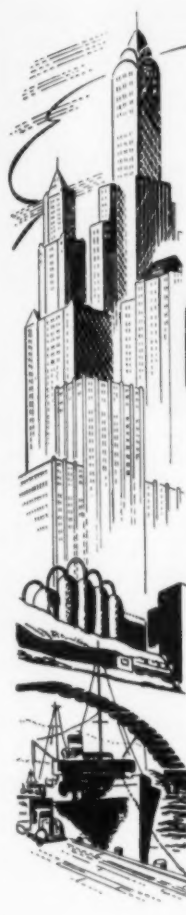
The SHOP ANNUAL NUMBER summarizes the periodic progress in the field of industrial arts and vocational education, emphasizes the new developments ahead, presents through actual shop layout and equipment lists, the best methods of accomplishment in the school shop field.

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• Brulin's OCTO-SOLVE all-purpose liquid cleaning compound combines the great wetting powers of a soapless cleaner and the oil and grease emulsifying properties of the soap cleaner. It cleans more efficiently and with greater speed than any known cleaner that may be used without danger of injuring hands or finished surfaces.

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- It has great penetrating powers that enables it to reach the deepest pores and smallest crevices.
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- It is economical for general cleaning purposes.
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Makers of quality cleaners, waxes, disinfectants and insecticides.



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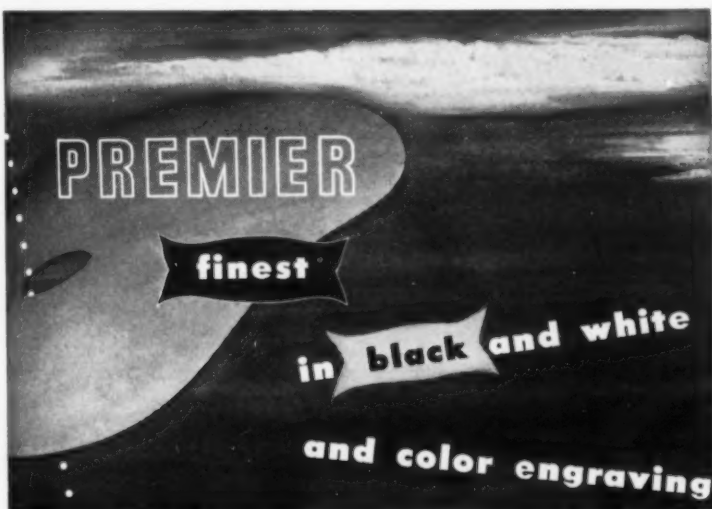
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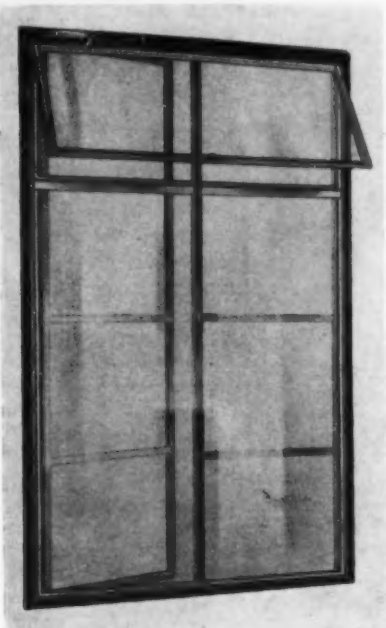
"America's Largest Safety Patrol Outfitters"

New Supplies and Equipment

FENESTRA INSIDE METAL STORM SASH

A new inside metal storm window that combines with steel casement and screen to make a complete window unit, has been introduced by the Detroit Steel Products Company.

The Fenestra storm window is available with a tilt-in vent at the bottom, to provide draftless ventilation, even in stormy weather. It is installed easily and quickly from the inside of the room, and fits snugly against the steel casement. An extruded rubber gasket, attached to the window frame, prevents metal-to-metal contact, and acts as a quick seal for the opening.



The new Detroit Steel storm sash.

Constructed of formed steel, bonderized, with a factory-baked-on coat of paint, the storm window is scarcely noticeable from the inside or outside, and does not interfere with Venetian blinds or curtains. Precision-built, it is interchangeable in same-size windows, reduces heat loss, prevents fogged or frosted windows, and eliminates floor drafts.

Detroit Steel Products Co., 3107 Griffin St., Detroit 11, Mich.

For brief reference use ASBJ-201.

RCA VICTOR RECORD LIBRARY FOR SCHOOLS

The Radio Corporation of America has announced a new basic record library for elementary schools, which is available in individual albums as well as in the complete set.

The library, which combines for the first time phonograph records and teaching notes, consists of 21 albums, all but one of which comprise four 10-in. records. Newly recorded for elementary school use, and accompanied by teaching notes, the library is now being widely accepted. The plan offers opportunity for educators to spread their record album purchases in place of buying complete sets. The library is planned for two levels—the primary level, consisting of grades one, two, and three; and the upper grade level, consisting of grades four, five, and six. Individual albums, as well as the complete library, are available through RCA dealers.

RCA Victor Division, Camden, N. J.
For brief reference use ASBJ-202.

BRITANNICA OFFERS FOURTH MOTION PICTURE IN ART SERIES

Encyclopedia Britannica Films, Inc., has an-

nounced its fourth motion picture in its art series entitled, "Drawing With Pencil." A 16mm., one-reel, black-and-white sound film, records the technique of one of America's leading sketchers, Theodore Kautsky, in drawing a picture of a seventeenth century cooper's shop.

"Drawing With Pencil" has been filmed for use in art classes from the junior high school upward, for art appreciation classes and as a basic course in oil and water color painting technique. All of the important steps in pencil sketching are included, with emphasis on design, thumbnail sketching, drawing of sharp lines, making broad masses, and achieving effects with textures and ranges of values. The film is available either by sale or rental.

Encyclopedia Britannica Films, Inc., 20 North Wacker Drive, Chicago 6, Ill.

For brief reference use ASBJ-203.

INDEX OF MOTION PICTURES

The Westinghouse Electric Company has announced a revised edition of its catalog, "Motion Pictures and Slide Films for School Use," listing a number of new films which are now available.

The films described in the catalog cover a wide range of subjects for high school classes. The booklet offers recommendations concerning the type of class for which each film is suited, together with suggestions for related supplementary material to enhance the film's usefulness in the classroom. A copy of the catalog will be sent upon request.

Westinghouse Electric Corporation, 306 Fourth Ave., Box 1017, Pittsburgh 30, Pa.

For brief reference use ASBJ-204.

OPEN-SCHOOL WEEK DISPLAY

The city of New York, from November 10 to 14, 1947, threw open its school doors to the parents of pupils and invited them to visit the classrooms in which their sons and daughters



Heywood-Wakefield tubular school furniture display.

spend so much of their time. To publicize the annual event, department stores throughout the city devoted display windows similar to the R. H. Macy window, shown in the above photograph, which was outfitted with the Heywood-Wakefield tubular school furniture widely used in the New York City schools.

The Heywood-Wakefield school furniture will be on display at the A.A.S.A. meeting, to be held in Atlantic City, N. J., February 21 to 26.

AMERICAN CRAYON PACKAGE REDESIGNED FOR GREATER EFFICIENCY

The American Crayon Company has announced a change in the popular No. 1907 Prang Textile Color Kit, which has been completely redesigned in a more compact kit. The new kit is less bulky, is easier to carry, and satisfactory to work with; takes up less room on the shelf and in the home closet shelf, and simplifies handling and shipping. The kit contains the same complete contents as the old package and still sells at \$4. The package is smartly designed in magenta, turquoise, and black.

The American Crayon Co., Sandusky, Ohio.

For brief reference use ASBJ-205.

NEW AMERICAN CRAYON PACKAGE

The American Crayon Company has announced a new package, No. 1865 in the Old Faithful Line. It contains full packages of the following: Prang water colors in metal container; Prang Tempera in a set of brilliant colors; Crayonex, a popular school drawing crayon in a box of 24



New American Crayon Packages.

colors; special "magic" painting crayons and sketches; an oil stick for deep, rich oil painting; Poster Pastello, colored chalk crayons for murals on paper; and white chalk crayons. Also included are colored paper, stencil paper, and project sheets for use with the various mediums. The 1865 kit is available for any artist, teacher, pupil, or professional worker and makes an excellent gift.

American Crayon Co., Sandusky, Ohio.

For brief reference use ASBJ-206.

HYLOPLATE LITE SITE CHALKBOARD

The Weber Costello Company, Chicago Heights, Ill., has announced the production of a new, select Hyloplate, finished in a light, bright green color. The new product has all of the splendid writing qualities of the widely used Hyloplate chalkboard and is intended primarily to meet the new requirements for classroom lighting. The new color is the result of wide experiments intended to produce a color that permits entirely satisfactory reading of blackboard writing without excessive lighting contrast.

The firm continues to manufacture its darker leaf green and jet black Hyloplate chalkboards. A complete circular with specifications may be had from the firm.

Weber Costello Co., Chicago Heights, Ill.

For brief reference use ASBJ-207.

NEW STANLEY ELECTRIC DRILL

Stanley Electric Tools, New Britain, Conn., has announced a new compact, sturdy, lightweight, small-size portable drill, No. 24, suitable for drilling in metal, wood, and composition materials. Only 8½ in. overall, and weighing only 3¼ lb., it makes a handy drill for working in close quarters and is ideal for servicemen to carry in their kits.

This drill can be converted into a bench drill press by locking the drill in No. 514 stand.

Stanley Electric Tools, New Britain, Conn.

For brief reference use ASBJ-208.

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Conn.

After the Meeting

THE TEACHER'S MASTERPIECE

William H. Holmes*

The teacher's masterpiece—the life he lives —
Is measured by the service that he gives.
In earthly wealth that service may bulk small.
In wealth of spirit—the great all in all —
The teacher's service grows as from his store
He shares with eager youth. As he shares more,
The more he has to share. Exhaustless truth
Enriches him; frees and enriches youth.
No teacher is forgot who truly gives
His life for youth; through them he serves
and lives.
True wealth increases as the years increase;
He frees himself; achieves his masterpiece.

My Dog

The Chattanooga, Tenn., *Times* reprints the following essay ascribed to an 8-year-old boy of Rochester, N. Y.:

"My dogs means somebody nice and quiet to be with. He does not say 'Do' like my mother, or 'Don't' like my father, or 'Stop' like my big brother. My dog Spot and I sit together quietly and I like him and he likes me."

The whole story is there; its truth undeniable, its moral unmistakable.

Not Very Flattering

The second-grade teacher was answering questions about different things, when a little girl asked, "Miss Dunlap, do you like teaching school?"

Before she could answer a sandy-haired boy piped up, "Gee, it's better than working, ain't it?"—*Wall St. Journal*.

(EI) EFFIC ENT (IE)

When I was in school and learned to spell,
They taught me a rule I remember quite well;
Put "i" before "e"—so I learned, when a brat,
Except after "c," it's as simple as that.
When memory gets muddled, I think in this vilen,
For spelling's a study where science should reign.
And when the defecient have siezures of doubt
This rule is sufficient to straighten them out.
So why need one labor to reach the hieght
Or inviegle a nieghbor to set him aright,
When this ancient rhyme will his critics inviegh
And never a crime on his conscience need wiegh.
But while I'm proficeint
At spelling, I've feared
Though the rule is efficeint
The words do look wierd.

—*Detroit Education News*

As the Boy Saw It

The fifth-grade teacher was endeavoring to increase the vocabulary of her pupils. As she called each name, the child mentioned a word and defined it. The first child named a word beginning with "a," the second with "b," and so on.

One lad rose when she called his name, and then to his dismay realized he had to name an adjective that began with "u." He was stumped, so the teacher helped him.

"Now suppose that at Christmas along with the toys your parents gave you clothes, shoes, stockings. What kind of gifts would those be?"

The boy thought a minute and then drawled: "Unnecessary."

ULTIMO

Ill met by moonlight,
Or twilight, or sunlight,
Or any light but one light,
Are Education and Finance. — *Simple Folk Rhyme*.

*Former Superintendent of Schools, Mount Vernon, N. Y.

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Advertisers in this index are given a code number in addition to the page number on which the advertisement appears. Refer to the advertisement for product or services available. Write direct to advertiser or use the coupon in requesting information from a number of advertisers.

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THE AMERICAN SCHOOL BOARD JOURNAL 540 North Milwaukee St., Milwaukee 1, Wis.

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To the
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IT WILL be a pleasure to again meet our many friends among the American Association of School Administrators . . . and we extend a cordial invitation to make the Hillyard Booth your headquarters while attending the Convention. We want to tell you about our new Hiltonian and Steeltonian machines and we have new products to demonstrate and Hillyard Floor Treatments and Maintenance Products that have been Tested and Approved for almost Half a Century. We'll be seeing you.

HILLYARD'S Nation Wide Service of Floor Treatment Maintaineers are ready at all times to help on any floor treatment, maintenance or sanitation problem, their advice and recommendations are given without obligation. Hillyard Floor Treatments Save Time, Save Money and Save Your Floors.



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